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COLLECTIVE BARGAINING

Interns in B.C. sign first agreement

Two significant rulings regarding residents and interns in teaching hospitals were reached in July 1976.

The B.C. labour relations board granted certification to the Professional Association of Residents and Interns (PARI) to represent 100 of its members at St. Paul's Hospital in Vancouver. And arbitrator, Owen Shime, ruled that 2,400 residents and interns in Ontario have status as both students and employees.

Interns are graduates of a medical school who are spending a qualifying year in a hospital before they are permitted to practice outside one. Residents are fully-qualified medical doctors entitled to practice but who are undergoing training as specialists or family practitioners.

In the B.C. decision, labour board chairman Paul Neiler found "no exclusion from the labour code on the ground that someone is a student. The only relevant question is whether an individual is an employee within the code.

"The hospital pays the residents on a regular, two-week basis, subject to standard payroll deductions, provides certain welfare benefits, and allows paid statutory holidays and annual vacations. In return, the house staff provides extensive medical care to the patients...all the normal indices of employee status are satisfied."

The decision left the way open for all 310 residents and interns at seven teaching hospitals in B.C. to become PARI members.

PARI has just negotiated its first agreement under its bargaining certificate.

It provides for a six per cent increase in salaries (stipends, as they're called in the hospital business). This will apply to 1976 scales as follows: Resident 1, $11,493; R 2, $13,022; R 3, $14,172; R 4, $15,265; R 5, $16,423; R 6, $17,544.

The hospitals will pay 100 per cent of the cost of a dental plan, under which the residents and interns will have 80 per cent of routine dental work and 50 per cent of more specialized work such as crows and bridges paid for by the insurer.

For the PARI members, a new work schedule clause is considered a breakthrough. It says: "A resident-intern shall be scheduled by the hospital to work on site a reasonable number of hours. The hospital will undertake to limit the average number of hours, having due regard for sound patient care and treatment and the educational requirements of the resident-intern programme. In addition the hospital will recognize a schedu which provides on average on-si duty of one night in three and o weekend in three. If a resident-intern considers the average hou worked are in excess of a reason able limit, he or she may bring t matter to the attention of an appeals committee. The commit will be composed of one membe from the College of Physicians a Surgeons (who will be the chairman), one member nominated by the hospital and the other memb nominated by PARI. The decisio of this committee will be final a binding."

The agreement will run for one year.

In the Ontario ruling, Shime rejected an argument from the Ontario Council of Administrator of Teaching Hospitals that the interns and residents are studen and hence should not be consid ered as employees.

The Council wanted to be relieve of any responsibility to negotiat with the Professional Associatio of Interns and Residents of Ontario. Shime recommended, instead, that improved negotiati mechanisms be developed.

In Quebec, interns and residents have had collective bargaining rights for several years, includin the right to strike.

Steel pact

The steel industry's no-strike pa adopted in 1973, will continue f another three years in exchange for modest wage increases and improved job security benefits f older workers, negotiated in an agreement ratified in April.

The contract covers 340,000 workers employed by the 10

igest steel producers. About 400 the employees are in Canada — at Union Drawn Steel in milton and about 310 at rmoraton Mining at Marmora, t.

e settlement boosts earnings of the workers covered, by 40 nts an hour this year in two ps, with additional 20-cent urly increases in each of the cond and third years.

breaks new ground in providing varied package of job security nefits aimed especially at rkers with 20 or more years on e job, including optional earlier irement, supplemental pension nefits for those who retire early cause of lay off or disability, and tended supplemental unemploy-ent benefits and disability verage. Union negotiators scribe these as a "major step" wards the union's goal of life-ne job and income security for members.

nother gain towards that goal as a provision on contracting out work. It calls for the establish-ent of a review commission and feguards against income losses r workers who may be affected. eelworker trade and craft embers will be guaranteed 40 urs pay per week at their andard hourly wage rates during y week in which trade and craft nployees of outside contractors e doing trade and craft work in e plant on other than new nstruction or major recon-ruction.

ne pension increase provided in e agreement is $2.50 a month for ery year of service. Layoff pay creases to up to $170 a week for ne year, and the employers' ntribution to the layoff fund creases by 20 per cent.

nder the voluntary no-strike pact, which the agreement continues, unresolved issues are submitted to an arbitration panel.

Mixing sexes

Women achieved faster settlement than men in simulated labour-management negotiations involving 132 students at Indiana University. James A. Wall Jr., of the university's department of organizational behaviour said the final outcome was usually similar for female and male negotiators but the males took twice as many rounds of bargaining to achieve it. He found, however, that negotiations took even longer and were more frequently deadlocked when a male negotiator bargained on behalf of women "union members" with a female negotiator for a male "management". Wall found a male negotiator unwilling to make the last concession to a female bargainer, apparently not wanting to lose face before the female he faced and the females he represented. Observed Wall: "The results of this study suggest that mixing sexes in intergroup bargaining begets recalcitrance at the bargaining table."

UNIONS

Teamsters, Farm Workers end dispute

The Teamsters and United Farm Workers unions have ended their bitter jurisdictional dispute over U.S. agricultural workers. Under an agreement covering California and 11 other states, the Farm Workers are free to organize field hands without interference from the Teamsters, who will have jurisdiction over canners, packers and truck drivers. The unions announced March 22 that they will honour each other's picket lines, support each other's organizing efforts, and co-operate in seeking legislation to broaden farm workers' rights to union representation.

Railway association brief

The Canadian Railway Labour Association, which represents 17 unions with railway employees in their membership, asked for the immediate removal of wage and price controls in its 1977 submission to the federal cabinet. The submission also asked that any national transportation policy adopted by the government be "an instrument of public policy and not of private profit", encouraging and not obstructing "the free flow of people and goods in Canada."

The submission called for subsidization of inter-city and inter-urban rail passenger service where it is in the public interest to ease highway congestion, improve the quality of life and cope with pollution problems caused by other forms of private and public transportation.

The Association said the present transcontinental rail passenger service should be maintained and improved. The passenger train has a promising future, the brief contended, and could offer society an attractive service package for all types of transportation.

It also called for public hearings on abandonment of any Prairie branch lines or other operational or structural changes, and the protection of all benefits to present railway employees and compensation for communities and individuals for losses suffered because of abandonments or changes.

Also advocated were adequate

protection of rail workers from health hazards, retention of the statutory grain rates, co-ordination of all types of public transportation to meet the needs of society today and in the future, and the construction of a railway to the Arctic, which would have "less effect on the northern environment than a pipeline."

PERSONNEL MANAGEMENT

P.A.T. annual spring conference

New attitudes toward work and achievement, and the problems they bring to human resources management, were underlying themes of much of the discussion at this year's annual spring conference of the Personnel Association of Toronto.

Kenneth Taddeo, a principal and member of the human resources group in the Toronto office of P.S. Ross & Partners, spoke of a new work ethic that is starting to emerge. He said it is not a non-work ethic, as some people fear, but an ethic concerned with the quality of work. John Howard, an associate professor of behavioural science at the University of Western Ontario, said "making a life" was replacing "making a living" as an ethic for managers. And Warren Bennis, president of the University of Cincinnati, who spoke on the current "leadership crisis", said managers need adaptability to cope with misunderstandings about attitudes toward work. "The best kept secret," he said, "is that people prefer to work at something they believe in rather than enjoy a pampered idleness."

Taddeo, who is project manager for three quality-of-work life experiments in the federal government, said such experiments are seeking to meet both the employer's need for productivity and the employee's desire for job satisfaction. To be effective, however, they must involve the employees in decision-making, provide compensation according to their contribution to production, and ensure workers that their jobs or incomes will not be threatened. He said that where demonstration projects have failed, it was likely they had not met these criteria.

Howard said managers, as well as lower-level workers, are taking a new attitude toward work. Many now believe that the rewards for success cannot compensate for its high cost in terms of damage to physical and mental health as well as to personal life. There have been trends toward earlier retirement, turning down promotions, a decline in corporate loyalty, less willingness to move geographically, and even an interest in collective bargaining for management people. He said industry still needs highly ambitious managers who can provide maximum return on their company's investment in them. But such managers need to adapt their behaviour and attitudes so as to avoid the stress and risks often associated with high achievement. Their work stress, he said, often leads to heavy smoking and increasing danger of heart disease, and employers need to recognize in their corporate policy the stress faced by management people.

Bennis said personnel management has become crucial today because only one per cent of the United States work force is self-employed while 99 per cent are employed in some kind of corporate structure. Another factor is that to more and more people, work is taking on the character of "uselessness". He said that is true at all levels, including the executive level. "Institutions need broader perspectives to deal with today's dense and turbulent atmosphere," he added. "They need to take into consideration the attitudes of people who don't feel appreciated or understood by large-scale institutions."

Silas P. Smith, president and chief executive officer of Petrosar Ltd., described the organizational climate of the work place as a powerful influence on productivity and said it should exhibit "opportunities for broad participation in the management of the work effort and genuine respect for the rights and values of individuals at all levels."

Owen Shime, one of Canada's best-known arbitrators, agreed that there are problems in the existing system of disputes arbitration, including lengthy delays, but replacing it with a government tribunal would not necessarily solve them, he said. Despite its limitations, Ontario has one of the best arbitration systems in North America, Shime asserted.

EARNINGS

Canada - U.S. comparisons misleading

Clayton Sinclair, a staff writer for the weekly *Financial Times of Canada*, says there are several reasons that it is impossible to compare Canadian and U.S. wage settlements: Canada uses the base rate — the wage paid the least skilled worker in the bargaining unit — while the U.S. uses the average rate of all workers in the unit when it calculates increases; Canada includes major public service settlements, while the U.S. does not. Canada also includes wage settlements for nurses and teachers, which are excluded from

U.S. figures. The U.S. statistics lude the construction industry ile the Canadian figures do not. arger proportion of U.S. agree- nts include cost-of-living- owances which are not included he U.S. reports on wage reases. Moreover, U.S. workers d to defer more of their mpensation, in pensions for ample, or to assign it to health, cation or other programs, and mpany contributions toward ch programs are not reported in wage settlement figures.

Canadian and U.S. wage settle- nt data were compiled on the me basis, and if workers on both les of the border took the same rcentage of fringe benefits as ey did hard cash, the picture uld change," Sinclair writes. stead of appearing to be lower, e average gains made by U.S. rkers and reported by ashington would more closely semble what happens in nada."

ome experts suggest that the erage built-in distortion between e U.S. and Canadian figures ounts to three percentage ints," he adds.

ddle management

survey by the U.S.-based lministrative Management ciety found Canadian middle anagers earned slightly higher erage salaries last year than eir U.S. counterparts — $17,948 $17,668. The average salary for ch of the 20 position categories vered in the survey ranged tween $12,900 and $23,700 in nada and between $14,000 and 3,700 in the U.S.

report on the survey, by Donald mball in *The Financial Post*, a ronto weekly, notes that "in 16 the 20 positions surveyed, the dollar amount of the increase in average salary was larger in Canada — in percentage terms the Canadian increase was bigger in 14 of 20 positions."

All salaries were those in effect on Sept. 1, 1976. The Canadian sample covered 4,168 middle managers in Montreal, Toronto, Calgary, Hamilton, Ottawa, Brantford, Ont., and Grand Valley, Ont.

Auditors averaged the greatest increase in salary — up by 35 per cent to $20,100, exceeding the U.S. average for auditors by $3,500.

PRODUCTIVITY

1976 gain

Canada last year registered its biggest annual gain in labour productivity since 1973, according to Statistics Canada. Preliminary estimates of output per man-hour for all commercial industries showed a growth of 2.9 per cent in 1976 after only fractional gains the previous two years.

However, Canada's gain did not compare with that in the U.S., where estimates of output per employee hour in non-financial corporations indicated a 4.0-per-cent increase, after a 2.8-per-cent gain in 1975 and a decrease of 3.0 per cent in 1974.

Canada's 1975 improvement reflected a growth of 5.1 per cent in output — after a decrease of 0.5 per cent in 1975 — with an increase of only 2.1 per cent in man-hours. Unit labour costs rose by 9.5 per cent in 1976. That was the smallest annual increase since 1973, but was double the average annual rate of growth in unit labour costs over the entire 1961-76 period.

Output per man-hour in Canadian manufacturing rose by 2.3 per cent compared with a 1.5-per-cent increase in 1975 and 0.1 per cent in 1974. Total output in manufacturing rose in 1976 by 4.7 per cent — it had decreased by 4.9 per cent in 1975 — and unit labour costs rose by 9.0 per cent.

U.S. output in all non-financial corporations rose by 7.3 per cent last year, employee hours by 3.2 per cent — after a 5.8-per-cent decrease the previous year — and unit labour costs by only 3.6 per cent.

The data for the two countries were published shortly after a report by a Toronto firm of business consultants, Pitfield, Mackay Ross and Co. Ltd., suggested that the federal government should take steps to improve business confidence and productivity if Canada is not to suffer a serious economic setback. It questioned the real effectiveness of consumer spending as a stimulus, arguing that spending growth primarily arises from inflationary wage gains and increasingly this is being directed to imports which are cheaper than local products.

The study concluded that the declining price competitiveness is particularly apparent in manufacturing, which tends to be labour-intensive. The study found "ample evidence" Canadian wage rates are continuing to rise more rapidly than those in the U.S., but noted that Canadian pay increases have been decelerating while those in the U.S. are accelerating.

LABOUR EDUCATION

Paid leave for Auto Workers

Paid educational leave for courses in union leadership is provided for

in a tentative agreement reached March 20 by negotiators for the United Auto Workers and Rockwell International (Canada). The agreement covers 1,000 workers in Chatham, Ont., and Milton, Ont. The company will contribute one cent an hour for each hour worked by each employee to a fund that will be used to educate selected union members in a training course designed by the union.

Union sources estimate the company contribution at $60,000 during the life of the contract. It will be used to cover time lost from work, travel, lodging and meals. About 15 members from each local will take 20 days training — extended over 20 months — under the program.

It is believed to be the first Canadian collective agreement providing paid educational leave for union leadership training courses. The practice has been accepted for several years in other countries including Britain, Australia, Sweden, France and Germany.

WORKING TIME

Benefits of Flextime

An article in *Canadian Business* discusses the pros and cons of flexible working hours and concludes that the benefits outweigh the negative aspects. Donald R. Siddall, who based his article on both European and North American studies, listed these pros: increased production; more responsible employees who do more work during their hours on the job; reduced absenteeism; improved recruiting; less need of supervision, and even the possibility of reduced supervisory staff; better service to clients, since shops and offices are open for more hours; less tension and guilt, since an employee may stay to finish a task that otherwise might be left unfinished; less congestion on highways, buses, subways and even in parking lots, elevators and restaurants; and a reduction in gasoline consumption because automobiles spend less time travelling the same distance when there is less traffic.

Siddall says the negative features could be reduced by management and that the most negative of all is the impact on first-line supervisors: "Their roles change. They no longer have the same ability to police their subordinates; they must display real management skills such as planning and conflict resolution." He lists these other cons: the problems involved in ensuring that enough staff are available during all work hours, particularly telephone operators, chauffeurs and production-line workers; company policies on overtime, dinner pay, sick time, and so on, may have to be changed; possible extra heating and lighting costs if staff are in premises during more hours each day; possible replacement of existing time recording equipment; disruption of internal communication: "People aren't there when you want them; therefore meetings must be scheduled only during the shorter core period. Moreover, there is a lower probability that spontaneous meetings will occur."

Siddall also raises the possibility that the positive effects noted after the introduction of flexible hours may come about from the mere fact that routines have changed. Hence employers using flexible hours "should be monitoring the effects from an objective point of view to determine what the impact is, and if it remains."

EMPLOYMENT

Growing reluctance to move

United States residents appear to be more reluctant to move themselves and their families for a promotion or a new job than at an time since the Second World War

The U.S. census bureau found an address-change rate of 17.7 per cent in the year ended March 197 That compares with 18.7 per cent in 1971, 19 per cent in the late 1960s, and 20 per cent throughou the 1950s and early 1960s.

U.S. News and World Report note several reasons for this trend: "Better roads have increased the distances people can drive to wor without changing address. Workers have paid more heed to disruptions to family life caused by moving. In two-breadwinner families, the loss of a second income until the spouse finds work in a new city undoubtedly discourages some moves. And unemployment benefits that last up to 65 weeks also can encourag jobless workers to stay put in the hopes of work opening up close by."

The periodical also notes a chang in attitudes as a major factor, and quotes Theodore Gordon, a management consultant: "Many are asking about their jobs and about other projects, 'Is it worth doing?'," he says. "We find important shifts in people's concepts of what is the good life.

One effect on business is that companies are having to rethink their transfer policies — "cutting them back in some instances, or going to greater lengths to smoo the transition from city to city in others." lg

he Great Pension Debate

Ed Finn

Great Debate is now raging over adequacy of private and public nsion plans in Canada, and pecially over the question of ether or not they should be exed to the rate of inflation.

the outcome of this contro-sy will hinge the fate of every nadian worker when he reaches age of retirement. Will his nsion provide him (and his pendants) with sufficient ome to live in comfort and curity? Or will he be forced into rogressively lower standard of ng as rising prices erode the ue of his fixed pension nefits?

e squabble over "inflation-oof" pensions is taking place on veral levels: in Parliament, in mpany boardrooms and union ls, at seminars and confer-ces, and in the pages of the ly newspapers.

e National Citizens' Coalition — nerally considered a front for country's biggest insurance mpanies — triggered the debate h a series of newspaper ads sting the federal government having indexed its employees' nsion plan. The coalition arged that the cost to taxpayers s excessive and unfair, and de retired civil servants a vileged élite. Its ads urged ers to bombard Ottawa with ir protests.

is attack stung the Public rvice Alliance of Canada into a orous defense of its members. e PSAC inserted ads in the jor dailies rebutting the coali-n's charges and arguing that,

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Ed Finn, information director for the Canadian Brotherhood of Railway, Transport and General Workers union, writes a regular column on labour for The Toronto Star

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instead of removing the indexing provision from the federal plan, the same protection should be extended to all pension plans, private as well as public.

The Canadian Labour Congress, which has long favoured a complete government takeover of all pensions, strongly supported the PSAC position. "We have consistently complained about the inequities and absurdities in private pension plans," said CLC President Joe Morris.

He added that, if employers continue to refuse needed improvements in vesting, portability, and joint union-management control of pension fund administration, the investment and management of all pension monies should be brought under government control.

One of the problems involved in this pension debate, for observers as well as participants, is that it is being fought primarily by actuaries, statisticians, economists and demographers, employing abstruse formulas and concepts. Much of the dispute over indexing arises from conflicting projections into the future — from different assumptions of trends in population, retirement age, size of the workforce, and levels of wages, taxation and productivity 30, 40 and 50 years from now.

The most pessimistic projections lead to astronomical numbers of retirees, a dwindling workforce, and a monstrously swelling burden of taxes to pay for indexed pension benefits. The optimists, on the other hand, are confident that economic growth, along with changes in pension fund administration and investment, will keep growing pension costs within acceptable limits.

Pensions and Survival, a *Financial Post* book by Geoffrey N. Calvert, has become the bible of the pension "doomsters." An actuary with Tomenson-Alexander Associates, Calvert predicts that the failure of governments to fund public pension plans, coupled with their indexing, will increase taxes and overburden the country's economic base to the point of causing the entire system to disintegrate.

He builds his case for more modest pension commitments with a scholarly and eloquent style, buttressed by all kinds of tables and graphs, and by historical and contemporary comparisons. He points to Britain, Italy, and New York City as examples of economies brought to the brink of collapse by overspending (and overtaxing) for pensions. He develops analogies with the ancient Roman and French empires, and with the more recent British Empire, suggesting that they were demolished mainly by the effects of excessive taxation.

Calvert's demographic projections are soundly based, and are not seriously challenged by anyone. Referring to "the tidal wave of today's young people" produced by the post-war baby boom, and to

the sharp decline in the birth rate since the early 1960s, he quite accurately foresees a much higher ratio of elderly to younger people after the turn of the century.

The present ratio of people age 65 and over to those under 65 is 15.6 per cent. Even if 65 remains the normal retirement age for most workers, this ratio will rise to 33.8 per cent by the year 2031. If retirement drops to age 60, the ratio will go to 47.6 per cent, and if it goes down to 55, the ratio will soar to 65.8 per cent.

Of course, this growing imbalance between active and retired workers will be accompanied by corresponding increases in pension costs. Calvert estimates the cost will double (by 2031) if the retirement age stays at 65, triple at 60, and quadruple at 55.

The Canada Pension Plan is the target of Calvert's most vitriolic broadsides. Citing its mounting unfunded liabilities ($400 billion at the moment), he warns of the inevitability of "a catastrophic financial crisis" if benefits are further increased — or even if present commitments are maintained.

Calvert is concerned about the effects of nonfunded public pensions on private pensions, arguing that the more people rely on the public plans the less money will be put into the private ones. About 80 per cent of capital investment in Canada now comes from the funds generated by private pension plans.

"The sickly, inflation-ridden economies of Britain and Italy," he says, "provide us with present-day examples of what the economy of Canada could easily become, given enough of this capital starvation and rising pension and welfare taxation." He scathingly dismisses the CLC's proposal to triple the CPP and have benefits commence at age 60 rather than 65, declaring that it would leave the economy "in smoking ruins."

Much of the dispute over indexing arises from conflicting projections into the future

I have summarized Calvert's jeremiad at some length because it puts forth most extensively and vigorously the case against indexing pensions — and indeed, against continuing to honour commitments already made. In fairness to Calvert, he does acknowledge the need for some minimal indexing and makes constructive suggestions for improving aspects of the private plans, such as vesting and portability, and for doing away with the present mandatory retirement at 65. Since these are offered as alternatives to full indexing, however, and are based largely on an acceptance of his anti-indexing claims, the validity of those claims should first be considered.

Calvert's book fits the definition of a "horror story," in that its primary intention is to scare the reader. And if all his assumptions and projections are accepted without question, readers will indeed be frightened. There are good reasons, however, to doubt his ability as a soothsayer, if not as a demographer. Other pension experts whose credentials are at least as impeccable as Calvert's disagree sharply with his economic prognosis. They say that all pensions should and can be indexed without causing the catastrophic results Calvert's book predicts.

The case for indexing was forcefully presented at a conference sponsored by *The Financial Post* early last April, by Robert Crozier, senior economist with the Confer ence Board; Murray Segal, a partner in the Toronto firm of consulting actuaries, Eckler, Brown, Segal & Co.; and by Rober Kaplan, Liberal MP for York Centre.

Crozier flatly rejects the notion that full pension indexing will precipitate an economic doomsda some time in the next century. "Such hyperbole would be laughable," he said, "were it not for the fact that many people believe it."

He said there is no logic in the argument that, although society can afford to pay a retired pensioner enough to buy a fixed basket of goods and services today, it cannot afford to pay him the same fixed basket of goods and services 10 or 15 years later. Pointing out that this "basket" comes out of a growing pool of goods and services, he noted that the pensioner does not share in this growth even if his pension is indexed, "but at least with indexing he is able to maintain th status quo ante."

Crozier questioned the morality of the argument that the purchasing power and living standards of retirees should be reduced while those still at work continue to enjoy large annual increases in their incomes. "The transfer of re income from the old to the young," he said, "would certainly be looked upon as a particularly vicious form of robbery if it took place in the open and not secretly under the guise of inflation."

He admitted that there are obstacles to the provision of full indexing protection, but denied that they are economic. The cost of indexing all pensions, he estimated, would represent only 0.4 per cent of the Gross National Product. "The obstacles lie in the inadequacies of present financial

echanisms and instruments for suring that the pensioner's sket of goods and services mains constant."

ozier added that one possible ay would be the creation of dexed securities that would ovide an inflation-proof invest-ent vehicle for pension funds. nother would be for the federal vernment to fill the indexing aps in both public and private ctors. "To argue, from the oney illusion, that we cannot ford to do this is to believe in iry tales."

can be seen from these quotes at Crozier feels just as strongly at pension indexing is feasible s Calvert believes it to be finan-ally suicidal.

urray Segal was not as vitriolic s Crozier in his defense of dexing, but was just as mphatic. "The most demeaning ggestion I have heard in the hole controversy on pensions," e said, "is that, on theoretical rounds not borne out by any hard cts, we should either have no dexing of private pensions at all indexing with a cap of 4 per ent or 5 per cent a year when flation and increases in salaries nd wages are still running 50 per ent to 100 per cent higher..."

egal was particularly annoyed by alvert's claim that the financial eeds of elderly people decline gnificantly after they retire. alvert said that, although pen-oners have to spend as much for od and shelter, they need less r clothing, footwear, furniture, avel, taxes, and insurance harges.

have talked to many retired eople," said Segal. "Unlike alvert, they all vehemently deny at their needs declined with creasing age...I could not tell my 85-year-old grandfather that his needs in retirement declined from 70 per cent of his final earnings 20 years ago to 15 per cent today, or even 30 per cent. It behooves us all to make damn sure the same thing doesn't happen to us after we retire."

Robert Kaplan probably reflected the view of most politicians — of all parties — when he said that the moral justification for indexing pensions is overwhelming, and cannot much longer be deferred. He said pensioners *must* be protected from the robbery of their resources by inflation, and that, if the private sector won't do the job through its pension plans, the government will.

...as the number of pensioners grows, so does their ballot power

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One of the political realities is that as the number of pensioners grows, so does their ballot power. It will soon become untenable (if it isn't, already) for any political party to oppose the inflation-proofing of pensions.

"Indexing does not increase the claim of the elderly to a growing amount of real goods and services," said Kaplan. "It only maintains it constant in real terms. If pensions are at a fair and adequate level to start with, how can indexing be a burden?"

He conceded that Canada is going to become "an older society" within the next 50 years, but argued that almost all this growth in the over-65 group will be at the expense of the young, not the middle-aged. "By that I mean that, even if the demographic projections are accepted, the labour force will decline only slightly as a share of total population.

"Another factor overlooked by demographic doomsters," he added, "is that, although the future labour force may have to support more non-working people, the burden will probably be eased by higher incomes."

Kaplan said he recognized there might be some risks involved for companies in indexing private pension plans. He suggested these might be eased in collective bargaining by having unions accept less in other parts of the agreement. He also echoed Crozier's suggestion of having indexed securities — an idea first proposed by University of Toronto economists James Pesado and Samuel Rae in their book, *Public and Private Pensions in Canada — An Economic Analysis*.

Pesado and Rae suggest that indexed bonds, with a low guaranteed real rate of return (3 per cent or 4 per cent) pegged to subsequent inflationary increases, would guarantee a fixed real rate of return and thus solve the problem of indexing. But they also admit that companies are afraid of their open-ended commitment to bondholders and would not be likely to offer such bonds, unless forced to do so by mounting public pressure for inflation-proof pensions.

Richard Osler, *The Financial Post*'s pension expert, in assessing the Pesado-Rae proposal, opined that the private pension industry can't afford to ignore it — any more than it can ignore Treasury Board president Robert Andras' warning that the government will have to intervene if private pensions aren't protected against inflation. "The industry can't afford to call his bluff," said Osler.

The other major Canadian financial paper, the *Times*, also warns that "time is running out" for the private pension industry. "Indexing

is a fact of life," the *Times* said editorially, "and is not about to disappear...More work must be done (by the industry) to design alternatives to, or mechanisms for, indexation."

Other influential voices raised in favour of pension indexing include financial columnists Jack McArthur of the *Toronto Star* and Don McGillivray of the Southam newspapers, and former financial consultant Douglas Fullerton.

McGillivray said that industry has the means and ingenuity to provide indexed pensions, and should respond to the challenge. "Or it can stand by, wringing its hands, until the government moves in."

Fullerton favours an immediate government takeover. Listing the defects of private pensions — their lack of universality, portability and adequate vesting rights, as well as their lack of indexing — he said that an enlarged and universal Canada Pension Plan is the only way to give all Canadians a satisfactory retirement income.

It can readily be seen, then, that Calvert's gloomy views on indexing are not shared by many other experts in the pension field. This is not to say he has no supporters. He has many, but most of them seem to be involved in the private pension business and cannot pretend to be objective. And even his most vocal admirer — Cecil White, vice-president of Metropolitan Life Insurance Co. — is careful not to oppose indexing entirely.

White goes along with Calvert's opinion that pensioners don't need as much to live on as do active workers. He thinks, like Calvert, that a separate consumer price index for pensioners would indicate a need for only limited

The case for full indexing is solidly based, in moral terms, and the economic arguments against it cannot be substantiated

indexing. Still, even that admission opens the door to at least partial inflation-proofing of pensions.

Predictably, Calvert's book has been denounced by most labour leaders. But it should not be condemned in its entirety, even by those who want full pension indexing. Calvert has some provocative and constructive comments in the latter chapters of his book on such things as compulsory retirement, industrial democracy, and the tendency to assess retired people's needs in exclusively monetary terms.

In opposing a mandatory retirement age, Calvert lines up squarely with the Canadian Labour Congress, though obviously not for the same reason. Calvert wants people to work as long as they desire to work, to prevent an imbalanced ratio between pensioners and workers. The CLC wants the same thing as an elementary human right.

Calvert's endorsement of industrial democracy is similarly motivated. He feels — quite correctly — that, if work is made more interesting and challenging, and if workers are given a say in managerial decision-making, they will not want to retire early. They'll work as long as they can — many beyond age 65, if permitted to do so.

Calvert should also be commended for his observation that more money alone will not give retired people the happiness and dignity to which they are entitled. He cites such factors as proximity to stores and recreational areas, contact with younger people, and participation in community affairs.

"The retired person looks to the community more as age advances," he said, "and the community should provide more and more to the retired person in the way of services other than the cash income represented by the pension."

Most pensioners would agree with that sentiment, as far as it goes. But most would insist that such services be given in addition to — not as a substitute for — fully indexed pensions.

After looking at all the pros and cons in this Great Pension Debate one can only speculate as to the eventual outcome. It would appear despite the heavy impact of Calvert's anti-indexing book, that some form of inflation-proofing of pensions will be provided in both the public and private sectors within the next four or five years.

The case for full indexing is solidly based, in moral terms, and the economic arguments against it cannot be substantiated. If every actuary, economist and pension consultant shared Calvert's financial foreboding, it might well give the politicians pause. But with such luminaries as Crozier, Segal and Fullerton taking the view that indexing is both desirable and possible, and with the pressure for indexing escalating so rapidly, governments are bound to intervene if the private pension industry doesn't voluntarily introduce indexing or its equivalent. Meanwhile, the labour movement can be expected to push its case for indexing at the bargaining table.

Pension indexing therefore seems to be an idea whose time has come — or will come in the near future. lg

Toward a better work environment for Canada

st October, during the debate on e Speech from the Throne, bour minister John Munro nounced a 14-point program for proving Canada's labour rela- ns sytem. (LG, Oct. '76, p.522) nce that time, he has met with presentatives of labour and man- ement, and with the provincial bour ministers, to explain the rious features of this program in ore detail, and to enlist their co- eration in putting them into fect.

ere have been reservations in me quarters, but in the main there is general agreement that the initiatives proposed by the Minister would go far toward creating a better work environment, as well as a more harmonious labour-management relationship.

However, despite Munro's discussions with the company and union officials, and despite the several speeches he has made thus far on the subject, public awareness of the 14-point program remains very low. Even among the rank and file of Canadian workers, knowledge of the program and its benefits is still minimal. "This is regrettable," Munro says, "because we will eventually need the support and active involvement of all working people, as well as their unions and employers, if Canadians are to derive maximum benefit from some of the measures being proposed."

In the following article, he attempts to explain what the 14-point program is all about, why he thinks its proposals are important, and what the advantages will be to everyone concerned.

is necessary, first of all, to etch the background from which e program emerged. There was a isis of confidence developing in ur labour relations system, owing public disapproval of the gh incidence of strikes, lockouts d other industrial disputes, and e attendant increase in public convenience and lost man-days production. The tensions herent in our adversarial labour- anagement system had clearly scalated to unacceptable levels. orkers' dislike of the authori- rian structure of most industries as reflected in low morale, senteeism, and high turnover tes. Too many jobs carried ealth and safety risks that could, d should, have been avoided.

he failure of companies and nions to correct these faults rough bilateral dealings led to ore and more government inter- ntion, and to reliance on an army third-party mediators, conciliа- rs and consultants. The system continued to struggle under the growing strains, and public confidence continued to erode. The basic freedom of collective bargaining was clearly threatened.

The federal government, as well as most provincial governments, came under intensifying pressure to intervene more strongly, even to institute some form of compulsory adjustment of labour-management differences.

These pressures eventually reached a stage where the essential freedoms enjoyed by both labour and business to work out their own problems were seriously endangered.

Together with my officials in Labour Canada, I held out against such draconian solutions. Our faith in the free collective bargaining system was unshaken. We knew that it was undergoing strains, that it was in need of more flexibility and reform, but we were confident — and still are — that it is by far the soundest and most workable method of reconciling the interests of labour and management.

So we looked closely at those aspects of our labour relations system that were giving the most trouble, and we devised measures aimed at improving them. Our approach — if I may use a medical metaphor — was to prescribe remedies for the ills besetting labour relations, rather than give it up as a terminal case or, as some extremists were urging us, resort to euthanasia. We were, and are, convinced that our system of labour relations can be restored to robust health. But we can't do it alone. We need the help of other governments and from labour and industrial leaders across the country.

Judging from the favourable response already received, I am optimistic that some parts of the

14-point program can be implemented within the next few months, and the others can soon be worked out in consultation with labour, management and the provinces. The open endorsement of most of the 14 points by the Canadian Railway Labour Association and the positive response by individual trade unionists is especially encouraging.

Our initiatives can be divided into three sub-groupings. The first lot are aimed at improving the working environment and thus removing from the bargaining arena as many contentious issues as possible that have to do with working conditions such as health, safety, and job enrichment.

Quite often, when we delve into the origins of labour-management disputes, we find that, while the immediate issue may be wages, the underlying malaise arises more from less tangible factors. Job dissatisfaction. Boredom. A pileup of unresolved grievances. Lack of proper safety or ventilation or heating. Inadequate lunchroom facilities. Resentment at a dictatorial form of supervision.

Some of these matters are susceptible to correction at the bargaining table, but many others are not. They flow out of the struc ture and nature of the work place itself, the way work is organized and performed. To the extent that the bargaining process is unable to cope with such frustrations, they tend to find outlets that are often harmful and disruptive.

It is our belief that, if we can mak the work place more pleasant and make jobs more rewarding, we wi remove many of the abrasive tensions that cause antagonism between workers and employers, between union and management. This in turn will create a better atmosphere for collective bargaining and productivity. lg

Improving the work environment

Seven of the 14 initiatives are designed to improve the working environment. They are:

- a national occupational safety and health centre;
- a national quality of working life centre;
- expansion of existing advisory services to help locate and treat potential problems before they become serious;
- a voluntary code of good industrial relations practices;
- legislation to prevent unjust dismissal, ensure payment of wages, and add other basic minimum standards for the protection of unorganized workers;
- an effort to implement the ILO Convention on paid educational leave;
- improvement of government policies on pension rights and benefits so as to reduce the friction caused by this issue at the bargaining table.

Each one of these initiatives — or, indeed, any of the 14 points in our program — would require a speech in itself to explain all of its ramifications. I can only elaborate on each of them very briefly at this time.

The **national occupational safety and health centre** is something we are developing in co-operation with the provinces, since, to be truly effective, it must cover all jurisdictions. We see it as a centre for researching and developing improved safety measures and standards, testing potentially dangerous materials and processes, providing technical services and advice to employers, unions and governments — and eventually producing a national safety code. The issue of industrial safety and health is being given a high priority. We feel that it is a prerequisite to improving our labour relations system. Workers who are worried about their physical well-being on the job, an who see little outside concern for their safety are not inclined to co operate in other efforts to reduce industrial conflict or to improve productivity. Work safety has to b the bedrock of any program aime at improving the quality of workin life.

The **quality of working life centre** will encourage worker participatio in decision-making, and in any experiments that fall under the broad heading of industrial demo cracy. This is a complex and controversial area, and one that is generating a very lively debate in union, company and government circles. I don't propose to enter that debate at this time, but I am sure that the QWL centre will hel to promote and popularize methods of humanizing work and eventually giving workers some say in how the work place is run. don't anticipate any successful transplanting of the European models of industrial democracy t Canada, but I see no reason why employers and unions can't join

th us in a tripartite study of this ole question, with a view to veloping a form of worker partic- tion tailored to our needs and ditions.

e **expansion of the advisory rvices of Labour Canada** on such tters as safety and the quality working life will supplement the tivities of the QWL and occupa- nal safety and health centres. department has just undergone decentralization process that will able our regional offices to ovide such advice and help more ickly and conveniently.

e **voluntary code of good indus- al relations practices** will give nployers and workers a manual desirable standards by which to dge their own performance. In nada it could help to standard- good labour relations policies, arting with an ungrudging accep- nce of unions as legitimate organizations entitled to proper recognition and respect.

The proposed **safeguards against unjust dismissal** and withholding of wages are intended for the protection of workers who don't belong to a union. So are the proposals on flexible hours of work, sick leave, maternity leave, bereavement leave and other benefits that organized workers have achieved through collective bargaining.

Paid educational leave was adopted as a Convention of the International Labour Organization, and endorsed by the Canadian Labour Congress. It is an objective I heartily endorse. This is a benefit enjoyed so far in Canada only by some professionals such as teachers and doctors. The government believes that Canadian workers in all occupations should be entitled to such sabbaticals, to regenerate themselves or to move into new careers. We have launched a fact-finding study to determine its feasibility and implementation.

Pensions are becoming one of the major sources of labour-management friction. A debate is now raging whether all pensions should be inflation-proofed — that is, indexed to the rate of inflation. (see p.247) But workers are starting to demand other improvements too, such as full vesting rights, portability, and the right to joint management of pension funds. These are all potential trouble spots, and to the extent that we can remove or alleviate them through legislative action — perhaps in improving existing pension benefit standards — to that extent will we reduce possible conflict in the work place and at the bargaining table. lg

mproving collective bargaining

ne next three initiatives in the 14- oint program are directly aimed at nproving the process of collective rgaining, by strengthening its gal framework, improving its rvices, and speeding up proce- ures that are now hampered by ng delays.

asically I believe the collective rgaining system in Canada is und and workable; but, if it isn't riodically revised and kept up to te, it can become rusty and less sponsive to changing needs.

me of the problems that have come acute in labour-manage- ent affairs in recent years can be aced to such defects of age and flexibility. Delays in processing rtification applications, for example. Delays in processing grievances. The rising costs of these and other quasi-legal procedures, which are becoming a severe financial burden, particularly for the smaller unions.

The three initiatives intended to correct these problems are these:

- promotion of broader-based bargaining;
- amendments to Part V of the Canada Labour Code;
- improved conciliation, mediation and arbitration services.

My department has been encouraging a trend toward **coalition or industry-wide bargaining** for some time. We have made progress toward achieving this goal in the grain-handling industry, and are now working toward the establishment of coalition bargaining in air transportation. We have had it for a quarter of a century in the railway industry, where it has proven to be a tremendous stabilizing force. We see this kind of broadly-based bargaining as the forerunner of a much-needed rationalization of the bargaining system in Canada, to reduce its fragmentation and develop common norms and standards.

Among the **proposed amendments to Part V of the Canada Labour Code** are the following:

- Appointment of additional vice-chairmen of the Canada Labour Relations Board, to speed up

handling of certification applications, and complaints of unfair labour practices.

- Granting of interim certifications, and imposition of first agreements, where necessary.

- Provisions to enable unions to combine or regroup for the purpose of certification.

- Broadening of CLRB powers to enforce decisions in such areas as unfair practices, and illegal strikes and lockouts.

- Wider Ministerial powers to appoint arbitrators and set time limits for filing of their awards, and also to apportion fees, expenses and other costs more equitably.

- Imposition on unions of a duty to give fair representation to their members, and to allow for the processing of complaints against unions for not carrying out their responsibilities.

It is not necessary to expand on these points. They are all self-explanatory, and will go a long way, in my view, to streamline the legal and quasi-legal aspects of our labour relations system.

Our plans for **improving conciliation, mediation and arbitration services** take the form of improve recruitment and training, to ensur a high level of competence as we as an adequate supply of these specialists. The speedup in the arbitration process provided for in the labour code amendments will help eliminate the delays that hav undermined the effectiveness of the grievance procedure. As well, we are looking into possible ways of reducing the costs and the excessively legalistic nature of grievance handling, which have given rise to much criticism by th participants. lg

Improving the labour relations system

We come now to the third subgroup of initiatives, four in number, that are intended to improve the structure and operation of the labour relations system and to foster a sense of joint responsibility in making it work.

Generally speaking, these have the ultimate objective of toning down some of the more aggressive and disruptive features of the adversary system on which our labour-management relations are based. As long as we are engaged in sharing a finite pie, and as long as a bigger slice for one party means a smaller slice for others, we are going to have disagreements over its division. But there is surely room for co-operation as well — in preserving the financial health of our economy and of its component industries from which we all derive our sustenance.

The labour movement has indicated its willingness to move toward a system based more on co-operation than conflict. That was the message implicit in the CLC's Manifesto adopted at its last convention in May 1976. We may disagree about the specific proposals contained in that manifesto, but we must certainly welcome the CLC's avowed willingness to enter into a tripartite consultative mechanism for dealing with national economic and social issues.

In recent speeches, I have attempted to debunk the myth of "big labour" that is all too prevalent in Canada — and the accompanying myth that the labour movement is too powerful. [LG March, p.135] The truth is precisely the opposite. We have a labour movement in Canada that is not strong; because it embraces only a third of the work force; and because it is split among more than a hundred unions and many thousands of bargaining units. Weak, above all, because it has not been accorded the respect and the role of equality that labour movements have gained in other countries.

When labour is barely tolerated in our society, when it has to struggle for every advance in its members' living standards, it is n surprising that its reaction should be aggressive. It is not surprising that labour has come to distrust business and government and the media, and to conclude that, if it does not fight for its members, n one else will.

It is long past time that we stopped ignoring the labour movement, and brought it into ful partnership status with other social and economic institutions. By doing so, we will be eliminatin some of the most negative and objectionable effects of our adversary system of industrial relations — and taking an essential step toward a more stable an co-operative relationship and a more productive economy.

The four initiatives we propose to encourage that development are:

- greater educational facilities ar

portunities to assist labour
aders (and potential leaders) to
crease their skills and knowledge
all areas of labour relations;

legislated safety and health
mmittees at the plant level, in
ich workers will participate with
anagement in making the work
ace safer;

establishment of a collective
rgaining information centre;

creation of a national consulta-
e multipartite forum in which
bour can join with business,
vernment, consumers, farmers
d other interest groups in
lping to solve common
oblems.

ur unions have limited resources
devote to their educational
ograms, and, while many of them
e doing a commendable job with
e resources available to them,
ere is a need to supplement
bour education and expand it
th in quality and quantity.

ur support for that kind of
proved labour education would
ll for the creation of a national
ntre with satellite regional
ntres, and a program of instruc-
r and staff training, specific skill
d higher-level courses, and
ecial programs to reflect the
versity of the labour movement.
dditional grants would be
ovided to set up university
urses in labour education, and
give fellowships and scholar-
ips to aspiring union members
shing to develop their leadership
tentialities.

e are convinced that this ex-
nded labour education program
would make it easier for the labour movement to fill the more active role that it should have in the functioning of our society.

The establishment of **joint safety and health committees** at the plant level would involve workers directly in an important aspect of their working environment. By providing a forum for workers and employers to share responsibility for safety, such committees will not only supplement the efforts of the proposed national centre, but will serve as a testing ground for extending worker participation to other areas of plant operation.

The **collective bargaining information centre**, which we hope to be functional later this year, is the product of discussions with labour and management dating back to 1975, and was one of the priorities set by the now defunct Canada Labour Relations Council. Both parties expressed dissatisfaction with the information available for bargaining purposes. They said it wasn't adequate, timely or reliable. Different sources of statistics tended to produce different sets of figures and different interpretations of their data.

They felt that a single agency set up for that purpose could pull together information from various sources and make it available to the parties. Having a tripartite involvement, the data would be accepted by everyone concerned, and would form the basis of more orderly negotiations.

Of the 14 points in our program, the **national multi-partite consultative forum** is the one that has attracted the most publicity. Hence there is little need to describe its purpose or intended structure. I should state, however, that we do not see this as a decision-making body along the lines first proposed by the CLC. We envisage it rather as a prestigious national body with broad consensus-reaching abilities, and with considerable influence on the major decision-makers in both the public and private sectors, as well as the general public.

This multi-partite forum will also provide a sort of umbrella under which a number of bipartite or tripartite sub-groups could concentrate on specific problems in such fields as labour affairs, housing and unemployment.

We are holding continuing talks with the interest groups to be represented on this body, and hope to have it operational before the year is over.

You will agree, I'm sure, that taken together the 14 points in our program represent one of the more ambitious undertakings ever initiated by the federal government to help people and deal with people problems. As I have indicated, my officials and I have consulted with the provinces, and will continue to do so in recognition of their major responsibilities in labour affairs.

It is vital that all Canadians understand fully what we are trying to achieve. lg

John Munro
Minister, Labour Canada

McGill Industrial Relations Centre conference

The direction of labour policy in Canada

by Clayton Sinclair

Free collective bargaining is on the way out.

This is not quite what 100 union, management and government delegates to this year's McGill University Industrial Relations Centre conference paid up to $175 each to hear this spring in Montreal.

But it was heady stuff. And though this harsh judgement of Dean Harry Arthurs of Toronto's York University Osgoode Hall Law School is not being swallowed whole by the industrial relations community, some speakers conceded there is a frightening logic to his argument.

Arthurs' warning was the high point of the McGill conference. His case was simply this: if the state is to decree wage and price increases as part of a national economic strategy, there is no room left for free collective bargaining.

Clifford Pilkey, the president of the Ontario Federation of Labour, disagreed with Arthurs' premise, and Paul C. Weiler, chairman of the British Columbia Labour Relations Board, considered his fears "at least premature."

But Charles J. Morris, a former co-chairman of the American Bar Association's labour law committee, now with Southern Methodist University, Dallas, Tex., acknowledged the argument.

Clayton Sinclair is a writer with the Financial Times of Canada

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"We are all," he said, "a fair way down the road Mr. Arthurs speaks of, even while continuing to maintain the mythology of free collective bargaining."

The theme of this year's McGill conference was the direction of labour legislation in Canada. Two days of discussion revealed it is becoming more liberal than many had conceived.

Manitoba, for example, reported it is certifying managerial unions and finding, to its surprise, that no one is being hurt as a result. Nova Scotia said it soon will cut to five days the time management has to contest certification bids by workers. The move, it suggested, would more accurately test the real wishes of the employees and, at the same time, the strength of their employers' objections.

The Arthurs contention however, tended to overshadow the significance of this and another point — that the provinces, rather than the federal government, today provide most of the leadership in Canadian labour legislation.

"We have eaten the fruit of knowledge and left the garden of free collective bargaining"

Mr. Arthurs based much of his warning on what can be called "the drift to regulation in Canada" — the anti-inflation program, mor and broader environmental legisla tion, laws governing health, safet language, sex and age discrimina tion, and minimum economic benefits.

"We live in a regulated society," he said. "We have done so for most of the twentieth century and will do so, increasingly, for the foreseeable future.

"Businessmen may talk of free enterprise, but want government ensure stability in the economy b curbing inflation, excluding foreig competition and limiting union power.

"Consumers may talk of freedom of choice in the marketplace. But they want regulation to ensure fa prices, adequate quality and supply and full disclosure of ingr dients, hidden charges and the like.

"Unionists demand free collective bargaining. But they are prepared to regulate corporate power in the economy, and the behavior of ind vidual firms in matters of health, safety, language, sex and age discrimination and minimum eco nomic benefits.

"In the future, just a few of the matters which will be increasingl regulated are: land use, energy consumption, population growth

ıd movement, nationality and nguage rights, income distribu-ɔn and expenditure, capital accu-ulation and investment and, ore generally, the exercise of ivate power in economic, social ıd political affairs. Sooner or ter, labour and management and eir relation to each other also ill be regulated.

Who, out there," he asked, "does ɔt believe unions have too much ɔwer and use it without regard to e community, or that employers ave historically exploited their orkers and continue to show ɔpalling callousness in matters uch as health, safety, the quality working life and the right of orkers to participate in industrial ecisions?

ndeed, who believes Canada's ecord of time lost through indus-ial conflict is acceptable, or that ıe level of wage settlements ears any but accidental resem-lance to the community's sense f justice?"

rthurs cited five areas he believes ill be subject to increasing state ıtervention: wage levels, eco-omic conflict, the development of ivate power centres, the ad-ancement of democratic values ıd the improvement and humani-ation of working life.

Vith the anti-inflation program aving constrained Canadian wage evels since October 1975, "one annot seriously imagine we will eturn forever to the golden age of re-controls innocence," he uggested. "We have eaten the uit of knowledge and left the arden of free collective bar-aining. Things will never be the ame.

We are clearly moving in the long un to some kind of national ıcomes policy. And if we are to ave a national incomes policy, we

"It simply is impossible to get any more than minimum changes through the Canadian Parliament"

cannot logically tolerate strikes or lockouts which individually or cumulatively are intended to thwart it."

Pilkey disagreed with these assumptions. "Certainly," he said, "the anti-inflation program has wrought changes that are likely to remain. But I say we are not moving into a regulated economy. I think we will be moving back into a marketplace economy, if only because that is all the Liberal and Progressive-Conservative parties understand — or want."

Weiler also questioned the capacity of a national incomes policy in a free state. "There are limits to what it can accomplish. I believe we are headed into a period of de-regulation."

T.C. Eberlee, deputy minister of the federal Department of Labour, noted that while the responsibility for collective bargaining would revert to the 11 Canadian governments after controls, the federal government would continue to be responsible for the national economy.

"Since industrial relations are one of the most significant factors therein, the government cannot escape its responsibility for ensuring that industrial relations in Canada are effective and constructive — in co-operation with the provinces."

Government's role in this respect, he suggested, would depend largely on labour and management's capacity to work together. "But are controls in one form or another an inevitable requisite of the future? We don't think so."

Weiler dwelt mainly on the emerging pre-eminence of the provinces as the main source of new labour legislation in Canada.

"In 1959, it was argued that giving the provinces prime responsibility for labour relations made no sense in an age of big companies, big unions and national, even multi-national bargaining relationships.

"I was persuaded at the time. But 15 years later, my views have changed. The events of the 1970s have demonstrated the virtues of provincial jurisdiction and federal diversity.

"As far as the Canada Labour Code is concerned, the blunt truth is that the mountain laboured and brought forth a mouse."

Whether it is because labour law proposals vie for attention in the House of Commons with matters of health, finance, international relations and others, "it simply is impossible to get any more than minimum changes through the Canadian Parliament."

Those that do pass, Weiler said, "only satisfy the test of the lowest common denominator — and the American experience testifies that this is not a peculiarly Canadian dilemma.

"But individual provinces can try out serious innovations. Each legislature responds to different characteristics of its industries, different complexions in the work force and its trade union allegiance, different political spectra.

"If a statutory experiment proves successful, it can and is emulated elsewhere. If it proves a mistake, it can quickly be liquidated without widespread damage.

" I DON'T KNOW THE MAN PERSONALLY... WE SHARE THE SAME COMPUTER "

"It is no exaggeration to say this effort has reached its epitome in the B.C. Labour Code."

Weiler cited three examples of how the B.C. Labour Relations Board is approaching problems in the workplace that so far have not been matched by workable solutions.

The first involves strikes at hospitals. The B.C. board introduced the concept of "intermediate" strike action in 1976 at the Vancouver General Hospital — an institution of 1,800 beds and 5,000 employees and students.

Rather than denying or condoning full-scale strikes, the board permitted the main body of hospital workers to leave their jobs after having designated the essential services to be maintained.

"The work stoppage imposed a disciplining influence on the parties to move toward a settlement but without inflicting intolerable risks on the personal safety of citizens."

Manitoba is the only jurisdiction in North America to permit persons with the right to hire and fire to organize

The second involved councils of trade unions in multi-union bargaining situations. The British Columbia Railway's operations had been struck almost constantly by one and then another union. The board ordered the unions to form council and bargain as a unit.

The third was the board's approach to wildcat strikes. The Aluminum Co. of Canada Ltd.'s Kitimat, B.C. smelter operations were struck illegally in 1976 "in a planned attempt to force the renegotiation of a collective agreement with a new expiry date that would facilitate common front bargaining with employees in Alcan's Arvida, Que. smelter.

"As such, the strike was a deliberate challenge to the fundamental principles both of the Labour Code and of the Anti-Inflation Act. It was dangerous as well. If the pot lines on the smelter froze, production and employment could be lost for months.

"We came up with this legal experiment: as a price for protection from discharge, the ringleaders in the Alcan strike were assessed the equivalent of 10 days' pay, which they had to pay back to Alcan personally over the next 10 pay cheques.

"Every two weeks, the union leaders have the unpleasant experience of writing a cheque to Alcan. They have a number of chances to reflect on the lesson that illegal strikes do not pay. More important, they remain at the head of the union as visible reminders to everyone that the Labour Code does have some teeth in it which they cannot ignore."

Ruth Krindle, the 34-year-old Winnipeg lawyer who, as chairman of the Manitoba Labour Relations Board, administers much of that province's industrial relations law, told the conference her board is getting no flak as a result of its decision to certify unions of managers.

anitoba is the only jurisdiction in orth America to permit persons ith the right to hire and fire to ganize.

scretion is required by the board prevent unfairness to employers ecause the prospective union ember might have budget infor- ation) and to junior employees ho might be afraid of expressing emselves openly if a common ion were permitted).

ut the MLRB so far has certified units of managers "and we have und that people do not lose their tegrity as managers by being embers of a union," she said.

Your really top guys in an organi- ation are not going to organize. hey consider themselves the ompany itself."

ut there is room for management nions, Krindle says. "We had two en in from private industry the ther day. They both had 33 years ervice with the company and had st been told that a computer had ade their jobs redundant. They sked me: 'What do you do at age 5 and your job goes down the rain? Doesn't 33 years' service ean anything?"

larc Lapointe, chairman of the anada Labour Relations Board, old the conference that more than

"Any philosophy of government which is not prepared to give quick and easy access to amendments in labour legislation is basically wrong"

a dozen certification applications were presented his organization in its first two weeks of business during the early 1970s by groups of foremen, supervisors and superintendents.

"This interest has not flagged. There is apparently a need and a wish in this area."

Nova Scotia's plan to cut back on the time for processing certification applications from any sort of worker group is equally interesting.

Innis Christie, chairman of the Nova Scotia Labour Relations Board, expects shortly to have the right to authorize secret ballot votes of groups wishing to organize.

Management has been after such a provision for years. But the Nova Scotia plan contains a catch: the ballot will be taken within five days of a certification bid — not three or four weeks later as the case is now.

"If a union cannot win a vote so soon after the date on which it has chosen to apply for certification, it does not deserve to be certified," Mr. Christie suggested.

"If an employer interfered with the application or intimidated or coerced a person to refrain from joining a union, the board could automatically certify the unit, provided the union had the support of 40 per cent of the eligible workers."

So, indeed, labour law is changing in Canada.

Mr. Lapointe summed it up: "It is not surprising in a dynamic and volcanic field like labour legislation.

"Any labour legislation which is not revamped every third or fourth year is obsolete. Any philosophy of government which is not prepared to give quick and easy access to amendments in labour legislation is basically wrong.

"Part I of the Canada Labour Code already is a creaking and breathless vehicle for the fast, expeditious and all-encompassing solving of problems in labour relations on the federal scene. Many other labour codes are now ahead of it." lg

Back issues of The Labour Gazette

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Unionization of farm workers: B.C. sets a significant precedent

by John Clarke

The British Columbia Labour Relations Board has opened the way for the unionization of farm workers in the province and in so doing has set a significant precedent for the rest of the country.

The decision is important not simply because it recognizes the right of farm workers to join a union but because it recognizes the changing nature of farming itself in Canada. It sees agriculture moving more and more out of the hands of the family farmer into the realm of agribusiness. In that sense, then, workers employed by an agricultural corporation are no less entitled to union representation than are the employees of any other type of corporation.

The board has certified Local 9 - 686 of the Oil, Chemical and Atomic Workers International Union as the bargaining agent for the employees of South Peace Farms in northern B.C.

South Peace Farms runs a cattle-raising and cereal producing operation on a 28,000-acre spread between Fort St. John and Dawson Creek. It's operated as a joint venture by two U.S. corporations and is, in the board's words, a "large sophisticated agribusiness with already well-defined and structured employment practices."

During the busy season (May to October) it has about 18 employees, 10 of them university students recruited from agricultural schools across Canada.

John Clarke is a senior editorial writer and labour specialist with the Vancouver Province

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There are eight to 10 employees during the low season and both seasonal and permanent workers live on the farm.

The B.C. Labour Code has, for the first time in Canada, given farm workers like these the right to be included under the normal legislation of the province. The board says the South Peace Farms workers are entitled to be represented by the OCAWU, even though they aren't associated with the energy industry, because they are entitled to choose whatever union they want.

The corporation had argued that the OCAWU was an inappropriate union to represent farm workers. The board said: "The argument overlooks the fact that the historical development of the trade union movement has required it to adapt and be responsive to new sectors of the economy. The collective bargaining format has proven flexible enough over the years to encompass and be responsive to new and different members of the work force and their employers."

It goes on to say that the board couldn't select a union for the South Peace workers because the "choice of a trade union is a right and function of the employees, not this board."

In a nutshell, the B.C. board is saying that agribusiness is a legitimate field for union organization and that as and when labour is ready to do the job, it will have clear sailing. While its decision may not lead to a wholesale organization drive for some time yet, it does note that, according to the most recent census figures, there are about 40,000 permanent farm hands working on farms across Canada. Another 100,000 are employed on a seasonal basis and about half of those are university students.

It goes on: "The family farm is rapidly assuming a less important role in the industry. In the last 10 years there has been a drop of approximately 50 per cent in the proportion of the work force employed in agriculture. At the same time there has been a marked increase in the size and capital investment of the average Canadian farm."

The board also rejects what might be termed the operational objections to unionization and collective bargaining for farm workers. It lists these as follows:

- At harvest time the farmer is vulnerable to the strike weapon as no other employer would be. He would stand to lose his crop without hope of later recovery and therefore should not be subject to collective bargaining, at least not in the traditional sense.

- The farmer can't pass on increased labour costs because

is prices are controlled by farm marketing boards.

He has a difficult enough time now in finding suitable labour because of the drift of the rural population to the cities, and the introduction of more regulatory legislation would compound that problem and impose further burdens on an endeavour that's already precarious, financially.

The board says these arguments may have more force if they're applied to a small family farm. But they don't when they're advanced by large farm complexes, many of them run like corporate enterprises, which cannot by any stretch be compared to the "struggling family farm."

It says the fact that farm production would be particularly vulnerable to strike action is not a good enough reason to deny workers the same collective bargaining rights that others have by right. Collective bargaining has been an accepted process in the packing sheds, food processing plants and canneries for years and those industries have "not been characterized by frequent work stoppages or food spoilage."

(When he introduced the B.C. Labour Code legislation in June, 1975, the then NDP Labour Minister Bill King said occasional tie-ups even in the farming industry would be inevitable. But he added: "I am not prepared to extend the right on a limited basis. They — farm workers — should enjoy the same rights and the same privileges and the same breadth of function as any other trade unionist, in my view.")

As for the farmer's inability to pass on labour cost increases, the board says other employers are no more free to do so within the free market system.

The prices of B.C.'s primary resources, for instance, are dictated by the world markets to which they are exported. The lumber and mining industries are in an analogous position to that of the farm because their prices are similarly dictated by factors beyond their immediate control.

"The answer for the farmer must, in the final analysis, be an increase in efficiency in the production process," the board says. "Indeed, it is the inevitability of that solution which has provided the impetus for the trend which has already developed for larger, more economical farm units."

On the question of the chronic farm labour shortage, the board comments rather acidly: "It is not impertinent to suggest that that problem may well be attributable to the exclusion of labour standards and labour relations legislation from farm workers in the past."

The B.C. decision amounts to the clearest enunciation yet of the role of collective bargaining in agriculture. No one in B.C. believes there will be a headlong rush by the unions to organize farm workers. Because of the cyclical nature of their employment, farm workers will be hard to organize and the OCAWU at South Peace Farms will not have an easy time in keeping that unit together or in bargaining a collective agreement.

But the philosophical arguments at least have been swept aside and it will remain only for the trade union movement to work out the practical procedures to bring farm workers into labour's fold. lg

"Have you been listening to the 6 o'clock news again?"

Confederation College's practical program of industrial relations training

by Roy LaBerge

Graduating classes of the three-year industrial relations program at Confederation College in Thunder Bay have been spared the fate of so many other college and university graduates of recent years — unemployment or underemployment. Employers have been hiring them to work as IR practitioners at starting salaries of from $12,500 to $18,000.

One reason: they are not just ivory-tower theorists. Their training includes three months' field work in industrial relations with a company, and two weeks with a union. Confederation's post-secondary program is one of the few in Canada that combine exacting academic study with practical experience. Because the students are also urged to seek summer jobs in industrial relations, most have a full year's experience in the field by the time they graduate.

And while most graduates are hired by industry or government, the college made a significant breakthrough when a member of the Class of '76 was taken on as a business agent by the Service Employees International Union.

The program is headed by Dr. Arjun Aggarwal, a 45-year-old, Indian-born specialist in industrial relations legislation who says the field work placements ensure that the students' theoretical studies are "enriched and supported by practical work experience." As co-ordinator of labour-management studies at the college, he gets

Roy LaBerge, former editor of Canadian Labour, *teaches social science at Algonquin College, Ottawa, and is a regular contributor to* The Labour Gazette.

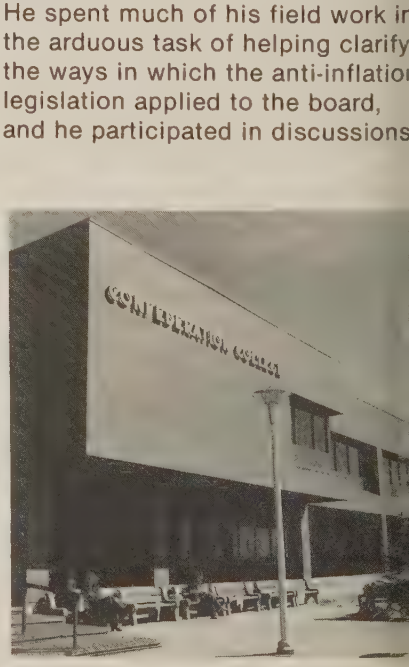
regular reports from the companies, not only on the students' work, but on their attitude, initiative, "adjustability," dependability and willingness to undertake responsibility. The students spend a week preparing for their field assignments, and Dr. Aggarwal advises them that their conduct on the job must be "business-like and above reproach." On their return to the campus, they share their experiences in seminar discussions with their classmates.

For example, Russell J. Baker reported that one of his first tasks, on assignment in Winnipeg to the employee relations section of the Manitoba Telephone System, was to calculate the cost of operating an automobile.

"The shop installers were using their own vehicles considerably more than other employees," he explained, "and they felt they were not receiving enough mileage payment to cover their expenses. We researched the cost of operating a motor vehicle, including the cost of vehicle, insurance, financing, depreciation, etc. When these facts were presented to the union, they agreed that the mileage rate they were receiving was adequate."

John Wilcox revised job analysis check sheets with first- and second-line supervisors at Noranda Mines Limited's Geco division of Manitouwadge, Ont. The check sheets were for later use in developing job descriptions and as job evaluation guides. He also compiled turnover data and reviewed the firm's hiring forms and procedures and the company benefit plans.

Another student, H.B. Holmes, studied the pay and classification system at the Canadian Wheat Board in Winnipeg and made several recommendations for changes, some of which the board adopted. The board also assigned him the task of examining various long-term disability insurance plans and program appraisal plans. He spent much of his field work in the arduous task of helping clarify the ways in which the anti-inflation legislation applied to the board, and he participated in discussions



f manpower planning, selection lassification and day-to-day roblems of personnel adminis- ration.

hose are just three examples. The ther students make similar eports of experiences with other mployers where they put the nowledge learned during exacting cademic studies to work on ractical problems in industry.

tudents found their union assign- nents equally rewarding. "I xperienced the joys and agony of business agent," said Gerald oley of his work with Local 607 of he Labourers' International Union f North America — the joys of eing able to effect corrections to rongs that workers are enduring; he agony of telling members that obs are few and the waiting list ong."

oley spent two weeks visiting ork sites with Jorma Halonen, he local's business manager, hom the student found "very rank and open." Foley also spent ome time reviewing contracts hat were to be renegotiated, and ound "great satisfaction" when he business manager asked for is suggestions and took them eriously, "making notes of them nd accepting my point of view egarding the interpretation of roblems that could arise with the resent wording of the contracts."

oley's work was not blessed with otal success, however: "My next ssignment was to search for any recedent cases regarding policy rievances which the union is lanning on filing. Unfortunately, I as unable to find any."

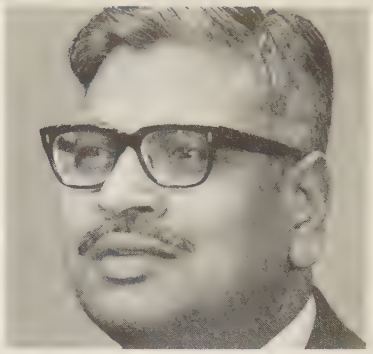
enneth Williams spent two weeks ravelling with Andy Lavoie of the nited Steelworkers of America, in he Pickle Lake region about 440 miles northwest of Thunder Bay. he union represents both miners and office employees at the UMEC mine property, more commonly known as the Thierry Mine. The visits, which included participation in union meetings and a tour of the underground operations, also gave Williams an opportunity to research a term paper on a five-week strike at the mine that ended Jan. 8, 1977. He also heard discussions of alleged violations of the contract by the company; witnessed an election to fill vacancies on the union executive, and participated in grievance discussions with management at the third-step level.

Williams concluded that a union staff representative must be "truly dedicated" to his work: "The hours he spends travelling away from home and family are not unlike those of a salesman on the road."

"The manner in which he directs the democratic process of majority rule allows one to see decisions being made at the grass roots level by members themselves. The tactful, firm and supportive manner in dealing with union executives, local members and management personnel is an area where the union representative must be dedicated and imbued with common sense." Williams became convinced that USWA represen-tatives "are working to assist the

The holder of a doctorate in labour laws and industrial relations from the University of Illinois, Aggarwal wrote his doctoral dissertation on Indian and American labour legis-lation and practice under R.W. Fleming, who has since become president of the University of Michigan. And among his mentors during his studies at Northwestern was W.W. Wirtz who later became U.S. secretary of labor. Aggarwal also taught law, with the rank of associate professor, at the University of Delhi, and was a senior research Fellow at the University of Michigan at Ann Arbour.

He is the author of several books and published reports, and numerous articles in professional journals. He has also conducted research projects for the International Labour Organization and the federal government. One of his contributions to research was a 76-page handbook cataloguing all the literature available in the four major libraries in Thunder Bay on arbitration and conciliation, industrial relations, labour economics, labour law, personnel management, trade unions and related areas.



Aggarwal

The respect in which he is held by labour, management and government is indicated by his years of experience as chairman of arbitration boards and boards of conciliation and conciliation commissions in both federal and provincial jurisdictions. He is also an arbitrator approved by both the provincial labour-management arbitration commission and the Ontario police arbitration commission, as well as a fact finder under the Ontario education relations commission, and a referee under the Ontario Employment Standards Act. lg

members of the locals whenever possible."

Other labour organizations with which students are placed for field work include the Thunder Bay and District Labour Council, the Canadian Union of Public Employees, the International Brotherhood of Electrical Workers, the Public Service Alliance of Canada and the Service Employees International Union of Canada.

The College's work is not limited to meeting a demonstrated need for trained graduates in industrial relations, however. It also sponsors conferences at which union, management and government leaders exchange views on timely issues. Aggarwal views the campus as a "neutral ground" where the protagonists in industrial relations can meet away from the confrontations of negotiations and the day-to-day administration of collective agreements.

Such conferences have been held on a wide range of topics, including collective bargaining in health services; in school systems; and in the federal public service; workers' share in productivity; settlement of grievances in the federal public service; strikes and the law; industrial relations and the media.

Wallace R. Dubinsky, a Thunder Bay labour lawyer, praises Aggarwal for his ability "to bring the various interested parties together to explain their point of view and, hopefully, to understand the other person's point of view." Dubinsky says that though such sessions don't appear to produce an immediate settlement or solution, they have gradually changed the climate of labour-management relations in the Thunder Bay region:

"My first involvement with labour relations approximately 15 years ago left me with the distinct impression that the hostility and animosity then in existence would not at any time bring labour peace to the area. But the climate is changing now. Many negotiations between the parties at the present time have resulted in very amiable consultations, with what appears to be a sincere desire to solve problems that may exist in any particular industry." Aggarwal deserves credit "for doing something concrete to foster this new attitude and relationship."

Confederation's post-secondary program is one of the few in Canada that combine exacting academic study with practical experience

This theme was echoed by J. Gilbert Hay, a vice-president of the United Paperworkers International Union, who participated in a College-sponsored labour-management seminar at Marathon, Ont.: "In most cases when union executives meet company management, the occasion is contract negotiations or part of the grievance procedure, and both sides are protecting their own interest. Under these circumstances, frank discussion is almost impossible. But Aggarwal managed to get both labour and management to discuss problems openly and honestly."

And H.E. Done, assistant director for appeals and grievances for the Public Service Alliance of Canada, a participant in a conference on public service negotiations, says it is unfortunate that more educational institutions "are not prepared to take the trouble to organize that kind of educational get-together."

Similar appreciation from management has come for the work of Dr. Aggarwal, whose impressive academic background and experience as a labour lawyer, arbitrator and chairman of conciliation boards and commissions eminently qualify him to prepare neophytes for industrial relations practice and to gather senior practitioners together for meaningful exchanges of views.

He strongly believes in the need for competent industrial relations people, and the role of post-secondary institutions in preparing them for Canadian society. The increasingly complex nature of business organizations, "demands specialists in the management of the most important component of any business — its employees," he says. As a teacher he is an exacting taskmaster who warns applicants that they will be expected to meet demanding standards. The results show in the employment records of his graduates.

When he gathered a group of them recently to evaluate the program, they included Reginald Sloan, manager for personnel and industrial relations of Hawker Siddeley (Canada) Limited's Canadian Car Division; Rodney Halstead, assistant employment supervisor for Great Lakes Paper Co. Ltd.; Terry Perrier, training officer for Steep Rock Iron Mines Ltd.; and George Kytaykoa, personnel officer in the human relations branch of the Ontario ministry of health. Other graduates have found employment with Canada Packers Ltd., Winnipeg; St Joseph's Hospital, Thunder Bay; Brandon General Hospital, Brandon, Man.; Domtar Ltd., Red Rock, Ont.; the Labour Relations Council of the Winnipeg Builders' Exchange, and the Workmen's Compensation Board in Thunder Bay.

Not just ivory tower theorists

A "neutral ground"

Students who successfully complete only four semesters — two years — of the program qualify for a diploma in industrial relations (personnel). An additional two semesters entitle the students to an additional diploma in industrial relations, and it is these graduates who are particularly in demand.

Their value to any employer is apparent from the list of courses they must complete during the intensive program. In the first and second semesters they take subjects offered to all students in the college's business division — accounting, business mathematics, business organization and management, industrial relations practices, introduction to marketing, principles of economics, minimum labour standards and social legislation, industrial relations terminology and research techniques, personnel management, Canadian trade union movement and, of course, some elective subjects. This program provides, as Aggarwal puts it, "a base and an introduction to the business scene."

In the third and fourth semesters they acquire training in basic knowledge and skills, which, according to the co-ordinator, "are required in any facet of industrial relations" — report writing and group-leadership skills in the labour-management setting, business law, management by objectives, human relations in industry, collective bargaining, wage and salary administration, labour relations law, safety and accident prevention, employee benefits and services, grievance procedure and arbitration, industrial disputes law.

The final year includes the three-months experience with an employer, but before undertaking it the students must complete courses in public relations, employer-employee relations in public employment, industrial relations in the Prairie provinces, comparative industrial relations systems and union-management co-operation, industrial relations research and, of course, the job orientation seminar preparing the students for their field work. In the final semesters, the emphasis is on the students developing "self-initiative and communications," Aggarwal says.

An advisory committee of management and labour officials helps him ensure that the program keeps abreast of the many changes in industrial relations. Its members include John Bates, manager, Thunder Bay Manpower Centre; John F. Keenan, Central Canada supervisor for Noranda Mines; R.W. Willson, director of personnel, City of Thunder Bay; Reginald Sloan, manager for personnel and industrial relations, Canadian Car Division, Hawker Siddeley; B.G. Weiler, a partner in the law firm of Weiler, Maloney and Nelson; Norman E. Richard, president, Thunder Bay and District Labour Council; and three union staff representatives, Henry Gareau of the United Steelworkers of America; E.M. Stencer of the Office and Professional Employees International Union, and Alfred A. Johnston of the United Auto Workers.

Employers participating in the field placement program in addition to Noranda Mines, the Canadian Wheat Board and the Manitoba Telephone Systems, include: Manitoba Hydro, Winnipeg; Mattabi Mines Ltd., Ignace, Ont.; Port Arthur General Hospital, Thunder Bay; International Nickel Co.; Great Lakes Paper Co., Thunder Bay; Hawker Siddeley; Steep Rock Mines, Atikokan, Ont., and the Ontario Department of Labour. lg

The debate on industrial democracy: a perspective on Britain's Bullock report

by Robert J. Davies

The concept of worker participation is currently in vogue. So much so that after clinical trials in several of the economically more successful European countries — most notably in West Germany — participation is now being heralded in some quarters as the potential industrial relations wonder-drug of the 1970s. Almost everywhere, its supporters cite the same sort of arguments in its favour. Participation, they claim, is not only morally sound in principle but also has the practical advantage that it reduces alienation and improves worker morale, thus serving to foster both industrial harmony and economic growth. Indeed, if all the claims that have been made for worker participation are to be believed, there is no industrial relations ailment whose symptoms it cannot help to alleviate — from increasing absenteeism, high labour turnover, sagging productivity and declining product quality, through to such collective manifestations of industrial conflict as strikes and boycotts. All, it appears, will eventually succumb to the healing powers of the elixir of participative management.

The reality, however, has been somewhat different, and has invariably failed to live up to this rather utopian vision. Moreover, this conclusion remains valid regardless of the form of worker participation adopted, or the country in which it has been practised. Whether it be through some form of joint consultation on works councils as in Austria, Denmark and the Netherlands; through a combination of these councils and minority representation on supervisory boards as in the bulk of West German industry; or even through parity representation under a system of co-determination as in the German coal, iron and steel industries; in all these cases the evidence is broadly the same. Participation has not brought great leaps in productivity, nor has it brought power and influence to the ordinary worker.

Robert J. Davies is an economist and freelance writer specializing in labour affairs.

Indeed, in those European countries that have adopted some form of industrial democracy the experience of the typical worker appears to have changed very little. Participation through elected representatives has merely brought active involvement in the decision-making process to a selected few, and the creative potential of the average worker has continued to be largely ignored. Moreover, even the scope of this essentially vicarious form of involvement has been severely constrained by the existence of strong pressures on worker representatives to adhere to strict norms of confidentiality, as well as by the frequent lack of strong institutional links with other representative bodies such as unions.

However, if the reality of worker participation has generally failed to live up to the claims of its more extreme proponents, it has similarly failed to produce any of the more disastrous consequences predicted by many of its opponents. The evidence from Europe, for example, suggests that worker representatives have generally observed established norms of company secrecy, and have invariably shown themselves to be sufficiently aware of the realities of the market that they have neither endangered business efficiency, nor harmed the interests o shareholders and investors. Indeed, it has been suggested that it is this very incorporation of worker representatives into the function of management that has been responsible for their relative lack of success in promoting genuine joint decision-making in industry.

Even accepting these criticisms, however, it is still generally considered that on balance the impact of worker representation at board level has been favourable. In the German 'co-determination' industries, for example, managerial autocracy appears to have declined significantly, personnel management has developed, and the organization of work has been improved. Furthermore, while worker directors have rarely, if ever, pursued workers' interests to the extent of opposing closures, they have at least ensured that social considerations have been more fully recognized.

Nevertheless, these essentially 'human relations' benefits are still modest in relation to the claims that have been made for worker participation, and hardly seem capable of accounting for its current level of popularity. Indeed,

ummarizing the European expe-
ence of industrial democracy,
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hat in its view, "worker directors
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hing or anybody."

n the light of this statement, how
loes one explain the prominence
hat the notion of industrial demo-
racy has gained in public debate
n recent years, or the enthusiasm
t has aroused in official circles?

Participation has not brought great leaps in productivity, nor has it brought power and influence to the ordinary worker

An examination of the background o the current debate in Britain — where the findings of the Bullock committee report on industrial democracy have recently been published [see p.268] — provides one answer to this question. An answer, moreover, that is not without relevance to other countries — including Canada — in which some form of industrial democracy s now being considered as a realistic possibility.

n general, three distinct factors may be distinguished as having had a significant impact in stimulating renewed interest in industrial democracy in Britain.

Firstly, there has been the influence of the Common Market (EEC), where the majority of member states have already introduced egislation instituting some form of worker participation at board level. However, of particular significance in this connection is the fact that the European Commission is currently in the process of revising its draft proposals for a fifth directive on European company law, which includes provisions for employee representation on supervisory boards of all companies in the community with over 500 employees. Thus, given that Britain has lagged behind the rest of Europe on this type of legislation it is inevitable that sooner or later she would have had to become involved in some sort of debate.

Secondly, and of more general significance, however, is the fact that the upsurge of public and official interest in worker participation has been coincident in a number of countries with the experience of high rates of unemployment, rapid inflation, stagnant output and growing industrial unrest. These developments have inevitably imposed considerable strains upon existing industrial relations institutions, and have led to a critical re-examination, in Britain and elsewhere, of the basis of the prevailing industrial relations system. This has provided a powerful stimulus to a wide variety of ideas on industrial democracy.

In Britain, for example, the growing need for management to harness the support of employees for economies necessitated by financial problems has given a definite fillip to the cause of worker participation — albeit in a fairly watered-down form. This trend has been most obvious in companies such as British Leyland, Alfred Herbert, Ferranti and Chrysler UK, all of which have instituted worker-management consultative committees over the past year to help with their financial problems.

Undoubtedly, however, one of the most important factors in promoting public discussion as well as renewed official interest in industrial democracy has been the changed attitude of Britain's trade union movement. Historically the notion of union representation on boards of private companies was rejected by British unions as incompatible with trade union independence. Most unionists therefore considered it better for unions to promote workers' interests by acting as a "permanent and independent opposition." As a consequence, progress in industrial democracy in Britain has largely been through the extension of collective bargaining at local level, with heavy reliance being placed upon the workplace shop stewards movement. Although over the last decade trade union influence has also been more in evidence at the national level where, through the Trades Union Congress (TUC), unions have come to play a highly significant role in the development of economic policy — and most notably in the formulation of recent incomes policies.

...one of the most important factors in promoting public discussion as well as renewed official interest in industrial democracy has been the changed attitude of Britain's trade union movement

These developments in 'participation' at local and national levels, however, have left a significant gap in worker representation at company level — a gap that many trade unionists now consider can be adequately filled only by employee representation on company boards. Not surprisingly, this conversion to worker participation has also been accompanied by the development of fairly precise views on the form that such representation should take, and these

views are laid down in some detail in the TUC's report on industrial democracy, published in 1974.

Fundamental to the position adopted by the TUC in that report is the view that capital and labour should be equal partners in the modern industrial enterprise, and that this equality should be expressed by allotting 50 per cent of the places on the board to worker representatives. Moreover, the TUC is insistent that if representation is to be effective and not merely "an illusion of power and influence without the reality" then it must be on a board with genuine decision-making authority.

If the Bullock committee was intended to produce a scheme agreeable to both unions and management, it must clearly be regarded as a failure

In addition, the report argues that the selection of worker representatives should be through existing trade union machinery rather than through a specially created separate channel that is independent of, and therefore in potential competition with, the existing shop floor union movement. This the TUC considers to be essential if collective bargaining and board level representation are to be compatible with one another, and also if the accountability of elected representatives to their constituents is to be more adequately safeguarded than has been the case in Europe.

There can be little doubt that the publication of these proposals by the TUC had a powerful catalytic effect in stimulating the British debate on industrial democracy. Indeed, it was largely in the wake of this debate that the Labour government announced the creation of the Bullock Committee to advise on "questions relating to worker participation at board level in the private sector of British industry."

The committee's findings (see box), which were published in January of this year, represent the results of 12 months deliberation by three prominent trade unionists, three industrialists, three academics (including the chairman, Lord Bullock) and a lawyer — a composition which, as it turned out, was not dissimilar to the '2 x + y' formula later advocated in the Bullock majority report as appropriate for Britain's democratically constituted boardrooms of the future.

The Bullock report at a glance

Majority proposals

1. Any firm with more than 2,000 employees must introduce worker directors if a secret ballot of all workers shows a simple majority (equal to at least one third of the work force), in favour.

2. Worker directors to be chosen only through union channels.

3. Equal numbers of union and shareholder representatives on the newly constituted boards (the "2x" element), plus a smaller group of co-opted directors agreeable to both parties (the "y" element).

4. Worker representatives to serve on unitary boards rather than merely on supervisory boards under a two-tier system as in Germany.

5. Worker directors to normally serve for three years with expenses but no fee, but can be removed earlier if all the unions agree.

6. Subsidiaries of large companies can also opt for worker boards if they employ more than 2,000 people. Moreover, both British and foreign multinationals are included in the proposals.

7. An Industrial Democracy Commission to watch over the rules, encourage participation and if necessary impose the 'y' group in cases where unions and shareholders cannot agree.

8. £3m (about $5.4m) to be set aside to train union candidates in management, company law, and finance. However, the report also envisages that shareholder directors would have to learn how to interact effectively with employee representatives.

Minority proposals

The minority report sets out five "fundamental issues" on which there should be no compromise, "if the government is determined, in spite of the difficulties and dangers, to introduce new laws."

1. Where a secret ballot reveals a majority of employees in favour of representation at board level, such representation should be on supervisory, not unitary boards.

2. Employee representatives should always constitute less than half of a supervisory board.

3. Employee representatives should include at least one representative of all categories of employees — from the shop floor payroll, from salaried staff employees, and from management.

4. The issue of board-level representation should not be voted upon until a complementary 'substructure' of an employee council has been established and operated effectively for a specified number of years.

5. All employees (not just members of trade unions), should be involved in elections both to employee councils and to supervisory board appointments. lg

onically, however, as far as the ullock committee's own delibera-ons were concerned, this formula r promoting more democratic ecision-making in British industry perated in a way that merely erved to confirm the worst fears f many of the critics of parity mployee representation. The ommittee not only failed to reach concensus on its proposals, but so contrived to polarize itself long sectional lines. The outcome f this disagreement was the ublication of a separate minority eport by the committee's three ndustrialists. A somewhat inaus-icious start to the new era of co-peration between capital and abour in industry which many — ullock included — hoped would e instrumental to Britain's conomic recovery.

f the Bullock committee was ntended to produce a scheme greeable to both unions and anagement, it must clearly be egarded as a failure. Indeed, so ar the committee's proposals have nerely served the purpose of mphasizing the extent of the gulf nat still exists between the two ides of British industry on the uestion of industrial democracy. ndustrialists, who a few months go were openly declaring their upport for increased worker nvolvement, are now vying with ne another to produce the most pocalyptic vision of what will appen if the government accepts he Bullock committee's plans in ull. The Confederation of British ndustry, which has for some time een making encouraging noises bout "the need to promote mployee participation in decision-naking", and even advocating the egotiation of statutorily backed articipation agreements between arge companies and their mployees, is now threatening to vithdraw from the government's nuch vaunted tripartite industrial trategy.

...an opinion poll...showed 87 per cent...to be against the election of worker directors through union channels

It is not only industrialists who are upset, however. There are also a number of trade unionists who are far from happy with the committee's proposals. Thus the National Union of Mineworkers and the Engineering Workers and Electricians Union have already told the government that they would prefer to stick to their existing collective bargaining arrangements. The Electrical, Electronic, Telecommunication and Plumbing Union have stated categorically that in their view "it is not the responsibility of work people to manage the enterprise."

What has gone wrong? Much of the blame for the hostility aroused by the Bullock report must undoubtedly be laid at the door of the government and the terms of reference it chose to give the committee at its inception. Bullock was appointed not to weigh the pros and cons of industrial democracy, or even to produce a workable definition of what is, after all, a notoriously vague concept. Rather it was set up to advise on the implementation of a policy already assumed to be desirable and already largely defined.

Specifically the committee's terms of reference were: "accepting the need for a radical extension of industrial democracy in the control of companies by means of representation on boards of directors, and accepting the essential role of trade union organizations in this process, to consider how such an extension can best be achieved, taking into account in particular the proposals of the Trades Union Congress report on industrial democracy as well as experience in Britain, the EEC and other countries".

The three industrialists on the committee considered this remit to be, "far from satisfactory or even wise." As they stated in their minority report, they considered the important issue to be not so much the mechanics of *how* to implement industrial democracy, but the more fundamental question of *whether* a system of worker directors should be implemented at all.

In addition, many observers felt that the terms of reference effectively tied the hands of the committee and largely pre-judged many of the most important issues. Indeed, some critics have even gone so far as to suggest that the "pro-union" tone simply confirms that the appointment of the Bullock committee, along with the Labour government's promise of early legislation on industrial democracy, were merely part of a quid pro quo arrangement with the TUC for agreement on a voluntary incomes policy.

Are these charges fair? Were the terms of reference "fixed" and the conclusions "pre-ordained" as an Opposition spokesman has claimed?

Certainly there does seem to be a large degree of inevitability about several of the committee's proposals. For example, combining the requirement that the committee accept the need for a *radical* extension of industrial democracy with the conclusion, quoted earlier, that worker participation in Europe — and in particular under a system of minority representation on supervisory boards as in Germany — has had "little effect on anything," does seem to propel the committee inexorably towards the advocacy of parity worker representation on unitary boards.

Moreover, the marked similarity between the majority proposals and the submissions made by the TUC (most of which were included in its 1974 report on industrial democracy), has not escaped notice. Indeed, one of the most contentious issues of the entire report appears to have been the proposal that the channel of representation be based on existing trade union machinery — a requirement that has always been dear to the heart of the trade union movement. This proposal, which many consider to have been dictated to the committee in its terms of reference, appears to have generated more widespread hostility than any other. So much so in fact that an opinion poll conducted shortly after the publication of the Bullock Report, showed 87 per cent of those questioned to be against the election of worker directors through union channels.

The argument put forward in the majority report to justify this particular proposal is essentially that if employee representatives are to be effective they will need the support of a representative body that is both independent of management and capable of providing a base within a more thoroughgoing system of representation. However, to allay fears that basing representation on trade unions would lead to the effective disenfranchisement of a large number of workers who are not members of a union, the report goes to great lengths to demonstrate that in those enterprises for which the proposals are relevant (i.e. those employing over 2,000 workers), trade union membership is in the order of 70 per cent of the labour force.

Nevertheless, the report does recognize that without some safeguards, a union representing a minority of workers could easily force the majority to accept board level representation against their will. For this reason, a procedure for "triggering" the system has been included, which requires that a secret ballot of *all* employees — whether union members or not — show a simple majority equal to at least one third of the work force to be in favour of boardroom representation.

Neither this safeguard, nor the majority arguments for a system of union-based representation have done much to assuage the hostility of the report's critics. In an interview given after the publication of Bullock, the minority signatories declared that the majority proposals were based on "the ideological concept of control by organized labour and had nothing to do with genuine democracy." A leading Opposition spokesman condemned the report as "merely serving the purpose of putting trade unionists into power in British companies."

In defence of the committee's proposals, however, it must be emphasized that the power of the trade unions in Britain is a reality which cannot be ignored or circumscribed. Indeed, any attempt to establish a parallel structure of representation in British industry along European lines would inevitably be doomed to failure. The unions would simply wreck it. The proposals of the majority report, therefore, are not so much a recipe for the further extension of union power as a recognition of the fact of that power and an attempt to accommodate it.

This last point is of considerable significance and effectively highlights the nature of the dilemma currently facing the government on the issue of the implementation of the Bullock proposals. Industrial relations legislation in Britain has had an unfortunate history, not least because of past failures to take full account of the views of the unions, and to recognize the power at their disposal. The importance of this lesson has not been wasted on the present government. However, if industrial democracy is to work there has to be an equal commitment from *both* sides of industry. Unfortunately Bullock has done little to generate any common ground.

Indeed, if the government goes too far in the direction suggested by Bullock they will face immense opposition from the employers' side of industry. If, on the other hand, they fail to deliver realistic proposals to the TUC they will do considerable damage to their prospects of successfully reaching a voluntary agreement on Phase Three of the social contract.

How this dilemma will be resolved is not yet clear. The most likely outcome is for some kind of minority participation on unitary boards, with representation nominally based on union machinery but allowing all employees a say the election of representatives. This at least would represent something of a half-way house between the demands of the TUC and the fundamental issues of "no compromise" advanced by the industrialists in the minority report.

Whatever the outcome, however, it is unlikely that the system chosen will produce any radical changes in the running of British industry. That, at least, is the lesson from Europe. But one thing is reasonably certain: when industrial democracy through worker directors finally does come to Britain — as come it must — the major stimulus will have come more from 'intellectuals, propagandists and politicians' than from the rank-and-file workers who are supposed to be doing the participating. Perhaps that is the key to the whole issue.

Labour education in Quebec

by Francis Mallet

In December 1976, *The Labour Gazette* published a series of articles on labour education in Canada. That same month, the quarterly CLC magazine *Canadian Labour* dealt with the same subject. From the *Gazette* articles written by Mark Alexander, Herbert Levine, Marc Zwelling and Dieter Schachhuber, it appeared that union education, in the broad sense of the term, would soon become a high-priority objective for union federations in Canada.

Clare Booker of the Canadian Labour Congress articulated this new orientation of the union federations, stating that in an increasingly institutionalized society such as ours, unionized workers would have to develop a special ability to know and understand the socio-economic objectives that society proposed for them. In light of experience in this area in Manitoba, Ontario and the Maritimes, the author of the article concluded that each Canadian worker or union official wishing to be a responsible member of society should accept the idea of continuing education, education that would enable him or her to analyse critically their situation in the work environment.

The *Gazette* articles also made reference to the first indications of co-operation between unions, employers and governments in the English-speaking provinces with a view to establishing common policies for improving the education of unionized workers. Observing that a certain degree of co-operation among officials responsible for workers' education had been possible in various regions of Canada, the author asked whether such awareness and co-operation could come about in Quebec, if not soon then at least in the long term.

Francis Mallet, a former union official, is a teacher and free-lance writer.

In order to answer this question, the author contacted the four major union federations in the province of Quebec, as well as the Public Service Alliance of Canada; his purpose was to find out about their education programs and the content of their courses, and to learn from their officials whether Quebec unions would be prepared to co-operate in joint education programs should the opportunity arise.

Officials of the CSD, CNTU, CEQ, QFL and PSAC, provided the author with numerous documents dealing with the education of their members. An analysis of this documentation shows that each federation has its own method of training its members. In general, however, all the courses given cover, with varying emphasis, the following subjects: the history of the federation in question, the aim of unionism, the objectives of the federation, the founding of a union, its functions, the role of its officers, how a meeting is conducted, legislation related specifically to the trade or occupation of the members receiving instruction, the formulation of a grievance and its preparation by the steward and, finally, a theoretical approach to collective bargaining. These courses are given during weekends, by volunteer union members or staff members of the federation, or sometimes during sessions covering several weekdays. These courses are always theoretically sound, well presented and well structured, with judicious use of audio-visual techniques. They are financed entirely by the unions.

These, then, are the similarities among the Quebec union federations in the area of education. Let us now examine the differences. In the Confederation of National Trade Unions (CNTU), the educators always portray the employer as an odious, miserly character with little concern for the health and well-being of his employees, who constantly tries to defy the law and turn it to his advantage.

In the Centrale de l'enseignement du Québec (CEQ), the Quebec Teachers' Congress, union officials seem to be concerned primarily with Marxist ideology and its dissemination. The instruction given is intended mainly to produce politicized union officers rather than purely effective ones. The class struggle and Marxism are basic to the entire educational vocabulary.

In the Quebec Federation of Labour (QFL), the emphasis is on the effectiveness of the organization, and the objective of the education provided is to produce union officers who are true professionals capable of solving all the problems relating to the union function. Moreover, this specialization on the part of some members enables them to become salaried staff. A certain degree of confusion results, however, and at some

meetings staff members make decisions in place of elected representatives.

In the Centrale des syndicats démocratiques (CSD), the primary objective of labour education is to produce officers who are militant in the fullest sense of the word, that is to say thinkers and men of action, whose union training will enable them to cope with the many facets of the labour struggle. The CSD, which seeks to be a militant labour body, nevertheless considers the employer, with whom it bargains, as of good faith *a priori*, until he shows evidence of behaving otherwise. Accordingly, the education provided by the CSD deals with the role of the labour leader in the work environment. In other words, union officers are taught to analyse the media, be critical at all times, weigh various considerations, prepare and distribute newspapers and information, bargain with the employer and give direction to union locals.

In the Public Service Alliance of Canada, a group of the various public service unions in the federal government, including those operating in Quebec, education is oriented primarily toward the training of negotiators. To this end, union training for members is administered in stages. For the Alliance, the first stage consists in providing its members with basic courses covering the role of union officers and shop stewards. The Alliance then offers seminars constituting an introduction to the negotiation of a labour agreement. For union officers who wish to specialize or increase their knowledge, the Alliance provides correspondence courses in economics, labour law, political science and sociology. Finally, the Alliance awards bursaries to those of its senior officials interested in participating in sessions of several weeks' duration at the Labour College of Canada. These courses are bilingual, are given on the McGill University campus in Montreal, and cover the study of social class, economics, politics, unionism and its history.

The problem with labour education in Quebec is that it no longer adequately meets the needs of our times

This, in broad outline, is the type of training received by workers in the province of Quebec: it is simple, even superficial, with the exception of the CSD and Alliance programs, and it involves only a small percentage of union members — apparently between 15 and 20 per cent, primarily a core group of lower-level union officers. Either the great majority of workers have voluntarily stayed out of the picture, as in the QFL, or they reject an indoctrination tinged with Marxism, as in the CEQ and CNTU, and abstain from any active participation.

The problem with labour education in Quebec is that it no longer adequately meets the needs of our times, and it does not enable paying members to express themselves knowledgeably on the major problems of the day. First of all, it appears that the documentation distributed is too complex, and that most union training programs neglect the practical aspect of the education of the active union member. In other words, future union officers rarely or never take part as observers in negotiations or strikes already in progress or assist experienced officers in the exercise of their duties; such training would enable them to acquire first-hand experience without subjecting the organization to major risks.

"If it'll make you feel better disposed towards 'em, a large block of our shares are held by their union pension fund."

Finally, the courses offered are expensive and are not credited, and their content has no real pedagogical basis. Union leaders in the province of Quebec were therefore asked if they would be prepared, within the framework of joint discussions with government, employers and universities, to review their educational plans in order to give them a new orientation.

There was no official response from the CNTU, since serious internal troubles have put some distance between the executive and the officers responsible for education. However, an unequivocal response was received from the junior staff members of the Hull office: the union will not co-operate with the government, employers or universities in the area of labour education. The CNTU appears to see in this type of joint effort an indirect means for the "ruling class" to co-opt the labour movement. However, the union indicates that it is prepared to accept any financial assistance the government might offer it for the purpose of promoting its educational activities.

Serge Bail of the CEQ gave an almost identical response to that of the CNTU. He affirmed that for the CEQ the ideological training of union officers is and will remain the union's primary concern. There could be no question, said Bail, of entrusting outsiders with such a form of education. It should be pointed out that this stand is to be moderated. Indeed, in February 1977 the president of the Hull local, Pierre Roy, agreed to take an active part in a course on unionism given by the University of Quebec at Hull.

This, then, is the position of the two most politicized central labour bodies in Quebec.

As regards the CSD, a federation whose stated objective is to depoliticize the struggle for social progress, Mr. Hétu, its vice-president, said in an interview that his organization would not consider entrusting the education of its officers to the university or any other school. The reason, he said was simple: graduates of the Labour College of Canada were immediately co-opted by management. Moreover, he added that his organization was soon going to open its own staff training school. In the meantime, union members wanting further training could always take adult education programs provided by the government. Finally, Hétu indicated that his federation would strive to obtain from the powers that be, legislation that would guarantee that workers could return to their jobs after a period of union education.

In the QFL, Quebec's largest labour federation, a different spirit prevails. Lise Ménard, the president in Hull, assured the author that her federation would be prepared to hold a dialogue with the university, government and employers in order to work together to establish good education programs. Ménard would also like the courses to be credited, like the formal education already acquired by the workers concerned. Moreover, she favours legislation that would guarantee workers new rights in this area.

Fritz Bauer, assistant director of education for the Alliance, and Jean Claude Bault, education officer, said in an interview that the PSAC insisted on educating its officers itself. However, the possibility of co-operating with the government had already been considered and tried. Three joint committees had already met to debate the question. A report on the subject had already been submitted to the Department of Labour. Nevertheless, Alliance officials remain sceptical as to the chances for the success of such co-operation.

In their view, the university could not provide the solution to the problems involved in worker education today. In this connection they affirmed that professors, consciously or not, unfortunately continue to train their students to reinforce the already considerable strength of business. Moreover, they added, university professors do not know how to speak the language of labour. They conclude that the education of the rank-and-file must remain the responsibility of the union alone, and of the Labour College of Canada for the training of senior officers.

From this brief survey of worker education in Quebec, it seems possible to conclude that labour education is behind the times. It would seem that it is based on principles originating in the late nineteenth century, and is transmitted in an outmoded and inefficient manner. Finally, it should be added that such education is designed only for a privileged few. This is regrettable, and union officials in Quebec will soon have to reconsider their positions in this regard if they sincerely wish to help build tomorrow's society. lg

Labour legislation in Canada, 1976

Part 4: Employment standards

by S. Allan Nodwell

Changes of a major or minor nature were enacted in most of the jurisdictions. Amendments touched upon payroll records, hours of work, general holidays, paid vacation, maternity leave, payment of wages, equal pay, administration, termination of employment and minimum wages.

S. Allan Nodwell is a legislation analyst with Labour Canada.

Payroll records

In **Nova Scotia**, employers are now required to produce business records upon the request of the Minister or the Director.

In **Manitoba** it is now mandatory to record the name, last known address and occupation of each employee.

The Northwest Territories, in amending the Labour Standards Ordinance, brought in the maintenance of payroll records as an obligation.

An employer shall maintain in each place of business operated by him in the Territories, a time and correct record of the following particulars in respect of each employee at or in connection with that place of business:

(1)
- the hours worked or on duty each day;
- the gross wages and the wage payments made;
- name, age and residential address;
- the date of commencement of the present term of employment and the anniversary date thereof;
- the wage rate, the date and the particulars of each change;
- each annual vacation granted, showing
  - the dates of commencement and completion,
  - the period of employment covered by the annual vacation, and
  - the amount of vacation pay given;
- the amount of money paid in lieu of vacation with pay upon the termination of employment;
- the amount of money paid for general holidays under the Ordinance;
- the amount of each deduction from the earnings of the employee and the purpose for which the deduction was made;
- a copy of any notice of termination of employment;
- the amount of money paid in lieu of notice of termination of employment; but an employer may, with the consent of the Labour Standards Officer, maintain the records in whole or in part at his principal place of business in the Territories or at such other place as he may designate.

(2) records shall be made daily;

(3) they shall be retained for not less than two years;

(4) records must be produced within a reasonable time upo written request of the Labou Standards Officer.

In **Saskatchewan**, when making payment of wage adjustments, employer shall deliver to every employee a regular statement o earnings.

Hours of work

In the **Yukon**, the "standard hou of work" have now been set at eight hours in a day and 40 hou in a week, and no employer sha cause or permit an employee to work in excess of the standard hours. Exclusions include employees who are members o the employer's family, employe in mineral exploration, travellin salesmen, supervisory and man gerial employees and profes- sionals. Standard hours of work a week shall be so scheduled a actually worked that each employee has at least two full days of rest in the week and wherever practicable, Sunday s be one of the normal days of re

The **Alberta** Board of Industrial Relations Order No. 58 (1973) governing hours of work and minimum wages in the sugar be industry has been rescinded.

An amendment to the **New Brunswick** Minimum Employme Standards Act has set the maximum hours of work for employees (previously female employees) under 18 years of a at 9 hours per day and 48 hours per week.

In **Newfoundland**, a person shall not employ a child under the age of 16 years between the hours of 10 (was 9) o'clock in the evening of one day and 7 (was 8) o'clock in the morning of the following day.

The Northwest Territories now base standard working hours on 176 hours in four consecutive weeks instead of 191 hours in a calendar month, likewise maximum hours are based on 216 hours in four consecutive weeks instead of 234 hours in a calendar month.

Public holidays

In **Manitoba**, construction industry employees shall be paid four per cent of their total gross wages as general holiday pay.

New Brunswick stipulates that a payment of 3 per cent of gross pay is equivalent to the public holiday benefits. Further, to be eligible for public holidays, an employee must have been in the employ of his present employer for at least 90 days during the previous 12 calendar months immediately preceding a public holiday.

The Northwest Territories has added the first Monday in August for a ninth general holiday.

In **Nova Scotia**, holiday pay is clarified and an employer must pay an employee for a holiday if he terminates the employment before a substitute holiday is given.

Paid vacation

Manitoba now provides that an employee must work at least 50 per cent of the regular working hours in each of four years in the preceding ten years to be entitled to three weeks for each year of service subsequent to the fourth year.

In **The Northwest Territories** every employee is entitled, after each year of employment with any one employer, after five years, whether or not that period of employment is made up of continuous years of employment or of years of employment accumulated within the past ten years, to an annual vacation with pay of three weeks. Employment prior to the coming into force of this section shall be included in connecting years of employment.

Maternity leave

In **Alberta**, effective January 1, 1977, an employee who is pregnant and has been employed by her employer at least 12 months is entitled to maternity leave without pay for any period between

- 12 weeks before the estimated date of delivery of the child, and
- 6 weeks after the actual date of delivery of the child.

The pregnant employee shall give two weeks notice in writing of her commencement of maternity leave together with a medical certificate certifying pregnancy and the estimated date of delivery.

The six-week post-natal period may be shortened with the consent of a doctor.

An employee who has not provided the two weeks notice may qualify for maternity leave upon the production of the required medical certificate.

A further period of three weeks may be granted if an employee is unable to return to work due to medical conditions arising following the delivery. A medical certificate must be produced. An employee shall give two weeks notice in writing of the day on which she intends to resume employment and she shall be reinstated in her former position or in comparable work at the same pay and accrued benefits.

The employer is not required to reinstate the employee until the expiration of the two weeks notice.

If the employee has suspended or discontinued operations in part or full and these operations have not resumed upon expiration of the maternity leave, the employer shall, upon resumption of operations,

- reinstate the employee in her former position at not less than the same wages and accrued benefits, or
- provide her with comparable alternative work.

The above obligation extends for a period of 12 months from the expiration date of the employee's maternity leave. Where the pregnancy of an employee interferes with the performance of the employee's duties, the employer may by notice in writing to the employee, require the employee to commence maternity leave.

In **New Brunswick**, an employer shall not refuse to employ a female person who is pregnant for reasons of her pregnancy only. An employer shall permit a female employee to be absent from her work during a period of 17 weeks. This period for pregnancy is now flexible.

Saskatchewan now provides for a maximum of 18 weeks maternity leave without pay after 12 months of continuous employment and under certain conditions. All benefits and the return of the employee to a similar job are protected.

In **Nova Scotia**, an employee now has the option of taking her pregnancy leave or a greater portion of it after the actual delivery. An employer now must also grant leave to a female employee of up to four weeks if she adopts a child of five years or younger.

Payment of wages

British Columbia has brought forth an amendment changing the three-thousand-dollar limit recoverable by means of a certificate to the amount "equal to or less than the monetary jurisdiction of the County Courts".

New Brunswick has increased the statute of limitations under the Minimum Wage Act from six months to one year.

In **The Northwest Territories**, the Labour Standards Officer may make a certificate setting out wages payable. If the Board upholds said certificate, it may register same with the Clerk of the Court and it becomes enforceable as a judgement of the Court.

Nova Scotia now has a new procedure for protection of an employee's pay. It will permit an employee to make a complaint directly to the Director and set into motion the existing procedure.

The Director shall have standing to bring action in any court of competent jurisdiction or otherwise to pursue any claim to recover unpaid pay on behalf of the Tribunal, any employee or group of employees.

Equal pay

In **New Brunswick**, the Female Employees Fair Remuneration Act is repealed.

In **Nova Scotia**, equal pay for women is required for "substantially the same work performed in the same establishment, the performance of which requires substantially the same skill, effort and responsibility".

Administration

In **British Columbia**, the Lieutenant-Governor, by and with the advice and consent of the Executive Council, has charged the Minister of Labour with the administration of the Public Construction Fair Wages Act.

The **New Brunswick** Minimum Employment Standards Act now applies to the Crown with some exclusions as may be defined by regulation.

The Northwest Territories has established a Labour Standards Board which shall consist of five members, including a chairman appointed by the Commissioner, to hold office for a term not exceeding five years and members of the Board may be reappointed. The members shall be paid a per diem allowance and expenses as prescribed by regulation.

Any employer or employee aggrieved by a decision or order of the Labour Standards Officer may appeal to the Board, and the Board's decision on the matter is final.

Three members of the Board constitute a quorum.

The Board shall sit at such times and conduct its proceedings in such manner as it considers most satisfactory for the proper discharge of its business.

The Board shall hear appeals from any decision or order of the L.S.O. and shall perform such other functions as are assigned to it by the Ordinance or the Regulations.

In **Nova Scotia**, an employer or an employee may appeal an order or decision of the Tribunal to the Appeal Division of the Supreme Court. Other persons, such as competing creditors of the employers, may challenge the order or decision under proposed Section 86(4) by way of Interpleader and the rules of Court.

The Director now has powers for effecting a settlement. The Director's order will be final and binding subject to the right of th parties to appeal to the full Tribunal and from there to the Supreme Court.

Termination of employment

In **Alberta**, the Board of Industria Relations Order No. 61 (1975) Governing Notice of Termination of Employment lays down the terms under which the notice of termination of employment shall be issued. This order, effective May 1, 1976, deals with individua and not groups.

An employer shall give to his employee written notice of termination of employment of at least seven days if the employee period of employment is greater than three months but less than two years, or 14 days if greater than two years.

An employer, in lieu of notice sh pay the employee a sum of mon equal to the employee's regular wages. Where wages vary in periods, the average of the regul wage earned during the three-month period prior to the termin tion date shall be used.

In **Newfoundland**, the Terminati of Employment Act, 1973 was proclaimed effective on May 5, 1976. The notice of termination employment shall not be less th

- eight weeks' notice if the employment of 50 or more and less than 200 persons is to be terminated;
- 12 weeks' notice if the employment of 200 or more and less than 500 persons is to be terminated;
- 16 weeks' notice if the employment of 500 or more persons i to be terminated.

In **Nova Scotia**, an employer mu give eight weeks notice in writin to a person who is being discharged or laid off if his period employment is ten years or mor

Minimum wages

In **Manitoba**, effective May 1, 1976, the salaries in the Heavy Construction Industry vary between $2.90 for flaggers and $5.95 for hoisting crane operators.

Effective July 1, 1976, the salaries for employees in the Construction Industry Outside Greater Winnipeg and not on Major Building Projects vary between $3.00 per hour for students to $8.90 per hour for journeymen plumbers, steamfitters and welders. The hours will vary between 40 and 45 hours per week. In addition, effective July 1, 1976, the wages for employees in the Construction Industry in Greater Winnipeg and on Major Building Projects located anywhere within the Province of Manitoba vary between $6.70 per hour for labourers and $9.70 per hour for plumbers, steamfitters and welders. The rates moved upward to $7.46 per hour for labourers on October 1, 1976 to $10.70 per hour for plumbers, steamfitters and welders on November 1, 1976. Hours of work vary between 40 and 44 hours per week.

Minimum wage rates in the province rose, effective September 1, 1976, to $2.95 per hour for workers 18 years and older. On the same date, employees 17 years and under will receive $2.70 per hour.

The Northwest Territories, effective June 7, 1976, raised its minimum wage to $3.00 for persons 17 years and over, and to $2.55 for those under 17 years of age.

Nova Scotia raised its minimum rate to $2.75 per hour on January 1, 1977 for employees 18 yeras and over. For employees under 18 years of age and for inexperienced employees it will rise to $2.50 on the same date.

Maximum allowable rates for board and lodging are listed in the accompanying table.

- board and lodging	$26.00
- board only	$20.00
- lodging only	$ 6.00
- single meals	$ 1.15

Beauty parlour rates are as follows:

- experienced employees	$ 2.75
- 1st 3 months	$ 1.90
- 2nd 3 months	$ 2.20
- 3rd 3 months	$ 2.50

Roald Building and Heavy Construction

Every employee	$2.75

Logging and Forest Operators

• time workers	$ 2.75

• persons who have no fixed work week, whose hours or work are unverifiable including camp, gate and dam guardians, cook and kitchen employees, stablemen, watchmen, fire rangers and wardens $540. per month

Ontario set a new student rate of $2.15 effective March 15, 1976. Likewise, a "tip differential" of $2.50 was set for those employees working in an establishment licensed under the Liquor Licence Act.

Prince Edward Island raised its minimum wage to $2.50 on July 1, 1976 and to $2.20 for employees under 18. An employer may change the following maximums when taking into account meals, room or both in calculating the minimum rate:

- board & lodging	$20.00/week
- board only	$14.00/week
- lodging only	$ 6.00/week
- single meals	$ 1.00/meal

On July 1, 1976, **Québec's** minimum rate rose to $2.87 per hour and $2.67 for employees under 18. Likewise, on January 1, 1977, the minimum wage rose to $3.00 per hour and to $2.80 for employees under 18. Employees working in hotel trade establishments and who usually receive gratuities are entitled to $2.65 per hour and $2.45 per hour for employees under 18.

Amendments to Ordinance No. 9. Forestry Operations brought forth the following changes on July 1, 1976 and January 1, 1977:

• woodcutters paid on a piecework basis are entitled for each working day during a calendar month to an average rate of $30.10 per day and $31.50 per day, respectively,

• other employees hired on a contract basis: cooks, kitchen-helpers, fire ranger: $25.95 per day and $27.15 per day,

• watchmen $23.95 per day and $25.00 per day,

• other employees $2.87 per hour and $3.00 per hour.

Ordinance No. 13, Public Works was also amended on the same above dates with the wage schedule varying from $2.87 and $3.00 per hour for a watchman to $4.71 and $4.92 per hour for a carpenter-joiner.

Ordinance No. 14, Retail Food Trade was amended effective January 1, 1977. Salaries in Region I vary between $2.61 per hour for a person under 18 years to $3.72 per hour for a butcher.

Effective January 1, 1977, **Saskatchewan** raised its minimum wage rate to $3.00 per hour. Reporting pay was set at a minimum $9.00 and rest periods are to be considered as time worked. lg

comment

Participative management is a grassroots process

Industrial democracy means more than having worker representatives on boards of directors. It is a system of making better use of employees' skills by giving them a say in how their work environments are to be designed. This kind of participation or industrial democracy is a grassroots operation.

How can it be achieved in Canada? The degree of participation will vary, depending on organizational and external restraints, past relationships within organizations, and the areas in which employees are to be involved.

The grassroots approach presupposes that legislative solutions will not be adopted. It also assumes that the focus would be to develop, at the local level, open and frank relationships between management, unions, and employees. This would lead to more and better information, increased involvement, and more efficient and productive organization.

It seems to me that employees who are looking for job enrichment, improvement of the quality of work life, and participation at the shop floor level, would find employee participation at the board level to be irrelevant. John Garnett, director of the Industrial Society in the United Kingdom, stated at a recent Toronto seminar: "Workers want to participate in the making of decisions that affect them, but they are not really concerned about having employee-directors representing them on the boards of their organizations." Moreover, our decentralized union structures and the roles of our unions inhibit enthusiasm for the confusion of roles that such participation would entail.

The establishment of West German-type works councils is not necessary in Canada, with our decentralized system where there is local union certification and local responsibility for collective agreement administration. To superimpose the works council model at a plant where a union is certified would be a dangerous venture.

Everyone seems to be saying that our labour relations system is in a mess and that our deplorable strike record — which is only exceeded in the Western World by Italy's — proves it. The conclusion is that the adversary system is not working and has to be replaced by something new. The proposed remedies are often plucked out of thin air and little thought is given to how they would work in our system, a system that has slowly evolved over the years in response to Canadian needs.

A lot can be done to improve the present system, and we can get better results if we really want to. For example, let me cite the scheme developed at Labatts Breweries Ltd. by Tom Crossman, his associates and their unions, in what they term the "single team" approach. This approach concentrates on problem-solving in negotiations at the expense of both sides. The win/lose situation is thereby transformed into a win/win process. (Those interest in an overview of this approach should read the article entitled "Single Team Bargaining" published in *The Labour Gazette* May 1976.)

What can be done to improve negotiations in the public servic Labour Minister Munro has issue a paper outlining a number of initiatives that the federal government proposes to take in the industrial relations field to improve matters in both the priv and public sectors. Among othe things, he proposes the establis ment of a collective bargaining data centre, which would provid information on the state of the economy and current bargaining issues. It is hoped that this wou provide the parties with depend able data. In my experience, we have always had lots of good da The problems stem from what b sides at the bargaining table hav done with that data.

In a recent paper, Frank C. Burn vice-president of Employee Relations at INCO, made the sensible suggestion that a usef change in public sector bargain could result from an approach along the following lines: "The need is to replace the strike rig with some kind of an arbitration administered wage system that would be based on clear-cut, agreed standards and that woul assure that the earnings and conditions in the public service relate equitably and reasonably the private sector."

It is not generally recognized th employees do participate in a

number of areas, either through collective bargaining or plant committees or councils. In addition to "wages and working conditions," collective bargaining may cover work methods and organization, technological change, health and safety, employee benefits (including pensions), and career development via the seniority clause.

While the list is not exhaustive, it does indicate that the present system provides for a great deal of joint determination. Not only does the general public not perceive this, but employees themselves are often not aware of its extent. And if they are, many of them are not satisfied with it. This is probably most true of the younger, better-educated employees. They are the post-depression, post-war generation and will not blindly follow methods, procedures and orders that do not appear to make sense. They not only want to know the "why" of things but also want to participate directly in many of the decisions that affect their work and working environment.

As managers, we have often failed to discuss with them why certain approaches have been taken. They may feel their union representatives have not responded to their real needs. A feeling of alienation develops and they feel they are being ignored as employees and as union members. Strikes, illegal work stoppages, failure to ratify memoranda of agreement, lateness and absenteeism, are symptoms of employee disenchantment and a reaction to the denial of participation.

W.G. Donnelly

Vice-president, personnel and industrial relations, Alcan Canada Products, Toronto

Profit-sharing and industrial democracy —the Supreme Aluminum experiment

Is industrial democracy possible in Canada? Of course it's possible, if enough of us want it. I, for one, am all for it. I think it's part of the social change that is taking place around the world. But, industrial democracy alone, is only part of the answer. Unless we also consider "economic democracy", industrial democracy might lead us down the road to a state-controlled society with all its weaknesses.

Industrial democracy would help to make the workplace more interesting by encouraging worker involvement; economic democracy would give the worker an incentive to do better because he shares in the success of the enterprise.

About 28 years ago, we at Supreme Aluminum Industries started sharing our successes with our employees, and we firmly believe it was one of the soundest business decisions we ever made. We are primarily manufacturers of consumer products such as metal cookware, aluminum ladders, and giftware. We are medium-sized and employ about 450 people in seven manufacturing plants. When we began sharing, back in 1948, we were a poor "number four" in the industry. Today, we are a good "number one" because our profits are the highest in the industry. We also believe that we have the highest productivity.

The basic philosophy behind participation and sharing in a business is that people are important. It means keeping people at the centre of the system. Probably the most important aspect of a good profit-sharing program is keeping the employees posted during the year on how they are doing, and how the company is doing.

Like all companies, we set our sales goals and profit objectives every year. We then take 30 per cent of our pre-tax profit objective and set it aside for profit-sharing. We divide this figure by the number of people we estimate will be in the profit-sharing plan and come up with a profit-sharing goal per person. This goal is printed on hundreds of posters and displayed in every conceivable spot in the plants, warehouses and offices. At our company, everyone, from the president to the punch press operator, shares alike.

Doesn't it make sense that we will have a better chance of reaching our profit goal if everyone is working towards it? Sometimes, we miss our profit target. But this brings home to our people the fact that business is a risk-reward venture and planned-for profits do not always materialize.

We also encourage our employees to use their own savings to become company shareholders. After three years of service, an employee can buy shares up to the value of 50 per cent of his annual salary. However, since he most likely does not have that kind of money available, the company agrees to back a bank loan for the full amount and he repays it over five years on an interest-free basis. The employee, however, becomes the owner of the shares immediately and while they are held in trust he receives full dividends. More than half of our employees are now shareholders.

The employees also have an active organization called S.A.F.E.R. (Supreme Association for Effective

Results). There are 18 members on the S.A.F.E.R. governing board — 12 elected from the non-supervisory ranks and six elected from the supervisory ranks (two foremen, two from middle management, and two from senior management). The non-supervisory employees can out-vote management on any issue. The governing body is responsible for all matters directly concerning people. This includes such things as hours of work, overtime pay, annual vacations, fringe benefits, cost-of-living payments, job classifications, salary schedules (except for supervisory positions), annual increases, working conditions and grievances. Management maintains responsibility for establishing salaries for supervisory personnel; all hiring, and (subject to grievance) all dismissal of employees; establishment of sales targets, costing standards, and profit objects; new product development, and all financial requirements and planning for growth.

Naturally, there are a lot of grey areas where responsibilities overlap between S.A.F.E.R. and management. But this is a positive thing because it requires explanations of the different positions presented. Once the governing body realizes that there is no higher authority to overrule their decisions all threats and bluffing disappear and each member, as a responsible employee, comes to his own decision.

We are satisfied that when all employees, both supervisory and non-supervisory, are working together towards common company objectives the chances are much greater that those objectives will be achieved.

Sheldon H. Lush
Chairman and chief executive officer, Supreme Aluminum Industries Ltd., Scarborough, Ont.

Books

Clockwork:

Life in and outside an American Factory

by **Richard Balzer**, Doubleday & Company, Inc., Garden City, New York, 1976. 333pp.

The click of the time clock and the ever-present sound of bells calling people to work, to break, or to lunch, echo through Balzer's book, reminding one of the depressingly rigid structure of life in a factory. But *Clockwork*, in the author's own words, "...is a testimony to the human spirit, to the capacity of people to transform and alter an environment in which they exist." It's as much a book about people as about work, but that's not surprising, considering most of us spend more than half our waking lives at work.

This is a first-hand account of the five months the author spent as a bench worker in Western Electric's plant at North Andover, Massachusetts. Its aim is to show the value of the contribution made by America's 28 million factory workers, in spite of the low social status that is often attached to their jobs. Balzer hopes this will change attitudes, leading managers to recognize the importance of factory workers by making their work and the atmosphere on the shop floor more democratic and less impersonal. To borrow the motto of *The Labour Gazette*, the book "...is devoted to a better work environment."

The author shows that his fellow workers' friendship changed a routine job into a rewarding experience. Half the chapters in the book are about the lives and families of individual workers. Some of the remaining ones concentrate on basic work issues like the company's system of quality control, its bonus system, rules and regulations, fringe benefits, and union activity. Two are devoted to the affirmative action program for minority groups, and equal opportunities for women. Others discuss social events, and the prospect of retirement.

Clockwork originated when Balzer, a graduate of Cornell University and Yale Law School, received a two-year grant from the Institute of Current World Affairs to study the impact of social and economic change on "lower-middle-class Americans." He decided to get a factory job as a way of beginning his research. It took several months before he was able to find a company willing to let him carry out his project with the full knowledge of co-workers, and to allow him to photograph in the plant. The Institute requested monthly newsletters about his experiences and these have served as a foundation for the chapters in the book.

Balzer doesn't use academic theories to argue for improved conditions for factory workers. Instead, he simply shares the thoughts and feelings of the people he worked with, as well as his own experiences and perceptions. In their own words, his fellow workers talk about what they expect from their jobs, how they would like to be treated by their superiors, and how they think the work situation could be improved.

The portraits of people at work are consistently sympathetic. The

ook tells us that while factory life an be discouraging, people are esourceful in improving their nvironment through mutual upport. "I looked forward to oing to work most mornings, not ecause of the work but because I ad friends at work."

veryone agrees that money is the ain reason for working, and many old down two jobs at a time. A ew of the people are bitter and uspicious about the way the ompany has treated them, but are ed to it because of family obliga- ons, pensions, and so on. "Don't ork too hard kid, they aren't oing to pay you for it. Just pace ourself. Those bastards don't are about us."

thers, while generally happy with eir jobs and the company, still arbour long-standing grievances bout things like unpaid sick days r low bonuses: "You know, in the irteen years I've worked here, ve never understood it — every me they pat you on the back they ick you in the teeth. They just ake you feel there's no reason to ork hard, there's no reason why ou should care."

he sense that many shop people ave of feeling unimportant is creased by a double standard for em and the office people: "It's e hypocrisy that gets to you... ey try to sell you this crap about ow you're so important, and then u find it's only the people in the op who have to punch in and nch out...I have to sneak into e john for a smoke, and this ung girl who's been here less an six months smokes in the ffice right across the aisle."

alzer says that, contrary to much at has been written about the ck of pride shown by factory workers in their work, they do care about what they produce. He was surprised to discover how many people wanted to do a good job: "Sure, people bitched, told me they hated their work, told me they didn't care, but I saw that they did care. No matter how small the job they were asked to do, they tried to do it well."

The book's conclusion isn't singularly optimistic about future recognition of workers' interests.

Balzer promised to share what he had learned with Western Electric's local management in the hopes that discussion would lead to changes in the plant. At the time of writing, only one of his recommendations (removing individuals' quality control charts from public view) had been implemented. But the company did begin a "motivational enrichment trial" in one part of the shop. This consisted of allowing employees to bring in radios, plants and fish tanks prohibited elsewhere in the shop. Although the experiment was largely successful, Balzer says it is not necessarily an indication that there will be more basic, long-term changes at the company.

Western Electric's Hawthorne plant was the site of important experiments in the 1920s which revealed that regardless of how their environment was changed, workers produced more when they were made to feel important. Yet much of what was learned half a century ago has been ignored or forgotten. Balzer believes that workers must participate in the decisions which affect them, and that permanent changes will not happen until attitudes about factory work and the people who do it change.

In a sad postscript to the last chapter, we learn that 11 members of seven families interviewed in the book were later laid off. By May 1975, 1,500 of 6,700 blue-collar workers at Western Electric suffered a similar fate.

Clockwork is an interesting, highly readable portrait of the people in an American factory. It's simply and concisely written, honest and never patronizing. If anything, Balzer is guilty of showing only the better side of the men and women in the shop, in his effort to win respect for them. One might even be tempted to call his profiles "heart-warming".

It would have been interesting to hear more about management's reaction to Balzer's report — not only to balance the argument, but also to discover the personal attitudes of individuals on Mahogany Row, as the workers call it. Perhaps the author feels they've already had more than equal time.

This book, based on one man's brief experience in one factory, can't be considered a major breakthrough in the field of industrial relations. It isn't sufficiently analytical, and in many ways it's more like a novel, or a series of feature stories, than a serious report. This doesn't make its contribution less valuable. In fact it might be considered a welcome addition to more empirical studies. *Clockwork* brings out the intangible, often ignored, human aspects of workers' problems.

—Mary O'Rourke

Mary O'Rourke is an information officer with the Department of Consumer and Corporate Affairs in Ottawa.

Research Notes

Absenteeism

"Absence and the individual: a six-year study in one organization," by Hilde Behrend and Stuart Pocock. *International Labour Review,* November-December 1976.

The authors describe how management can analyze the attendance and absence patterns in its firm and how it can derive criteria from this evidence for dividing its employees into groups with low, fairly low, fairly high, and comparatively high absence. The approach opens up possibilities for remedial action through better medical services, work restructuring, job reform and improvements in the quality of human relationships in the workshop.

Collective agreement provisions

Cost-of-living Provisions in Ontario Collective Bargaining Agreements. Research Branch, Ontario Ministry of Labour, January 1977.

Cost-of-living clauses providing for automatic adjustments of wage rates with changes in the consumer price index were contained in 33 per cent of 890 Ontario agreements studied in October 1976. The clauses were most common in manufacturing industries and in two- and three-year agreements. Most clauses provided for review every three months and for cents-per-hour increases for each specified point change in the national consumer price index. More than one out of four clauses set maximum limits or "caps" on the amount of the adjustment.

Paid Absence Provisions in Ontario Collective Bargaining Agreements. Research Branch, Ontario Ministry of Labour, February 1977.

Many of 891 Ontario collective agreements analyzed in June 1976 provided for full or partial pay to union representatives for time spent away from their regular work to attend to in-plant responsibilities on behalf of the union. The most common provision for pay for time spent on union business was for handling grievances, found in 76 per cent of the agreements. Most agreements also provided for paid leave of absence to serve on juries and on the occasion of a death in the family.

Flextime

Les répercussions de L'Horaire Variable sur L'Individu, par René Boulard, Louise H. Côté, Serge Guimond, et Bernard Turgeon. Québec: Ministère du Travail et de la Main-d'oeuvre. January 1977.

The main objective of this study, which was based on interviews with employees of three companies, was to determine whether flexible hours lead to changes in employee behaviour. Three aspects were examined: use of the formula; effects on work life; and effects on off-the-job activity. The study concludes that there is no important modification of employee behaviour, either on or off the job, corroborating the findings of European studies.

Industrial democracy

"Creating a New World of Work," by Irving Bluestone. *International Labour Review,* January-February 1977.

Conceding that workers' participation schemes often arouse scepticism among employers and workers alike, the author believes that this resistance will diminish with time and he cites two major programs launched by his own union (the U.A.W.) which, if successful, could enhance the dignity of the worker on the job, involve him significantly in the decision-making process, increas opportunities for job satisfaction, and generally initiate a movement toward greater democratization o the workplace.

Wages

Flexibilité des salaires et rigidité du chômage, par Jean-Michel Cousineau et Robert Lacroix. Economic Council of Canada, Discussion Paper No. 68.

The authors' comparison of wage in the public sector and private industry leads them to conclude that government wage policies appear to contribute to continued inflation and persistently high unemployment rates.

Pertes de salaire réel et ententes salariales dans les principales conventions collectives, par Jean-Michel Cousineau et Robert Lacroix. Economic Council of Canada, Discussion Paper No. 70

Ever since the inflation rate soared, it has been widely held that the main explanation for the sharp increase in wages was that workers were caught unprepared for inflation and were trying to catch up to rising prices. The authors calculate, however, that between 1973 and 1975, the "catch-up" element did not contribute more than one-tenth o

percentage point to the wage reases in the private sector. y conclude, therefore, that it is past wage losses that uence the growth of wages but ner the anticipated increases in ce levels.

dexation des salaires: un rçu de son ampleur, de ses ses, et de ses conséquences, Jean-Michel Cousineau et bert Lacroix. Economic Council Canada, Discussion Paper 74.

nough some 40 per cent of onized workers are now covered wage indexation clauses, wage exation continues to be poorly derstood. After analyzing the ure and origins of such clauses their impact on wage reases, the authors investigate the use of voluntary indexation policy as a means of fighting inflation.

"Wage Interdependence in Unionized Labor Markets," by Robert J. Flanagan. *Brookings Papers on Economic Activity,* 1976 No. 3.

Non-union wages are more sensitive to labour market pressures than are negotiated wages. However, this is mainly a by-product of multi-year collective agreements. The relationship between current union wage changes and labour market pressures is both economically and statistically significant.

Women

The Earnings Gap Between Women and Men. U.S. Department of Labor, 1976.

Women who worked at year-round full-time jobs in the U.S. in 1974 earned only 57 cents for every dollar earned by men. This differential was wider than it was 19 years earlier. Two factors have contributed to the widening gap. First, there is still a predominance of women in lower-status occupations of a traditional nature which provide limited opportunity for advancement. Second, the dynamic rise in women's labour force participation has resulted in a larger proportion of women who are in or near the entry level.

The foregoing was prepared by Laurence A. Kelly, an independent industrial relations researcher and writer in Kingston, Ontario.

Additions to the Library

e publications listed below are ent acquisitions. They may be rrowed through a local library siness, university, public, etc.) directly — if there is no local rary — by writing to The Chief rarian, Labour Canada, Ottawa, tario K1A 0J2, indicating the thor, title and publisher.

bitration, industrial

e future of labor arbitration in erica, **by Benjamin Aaron and ers.** New York, American bitration Association, 1976. 4p.

nderson, John P. *Labour itrations and all that;* a ndbook on the preparation and sentation of labour arbitrations. Toronto, Richard De Boo Ltd., 1976. 137p.

Blue collar workers

Form, William Humbert. *Blue-collar stratification: autoworkers in four countries.* Princeton, N.J., Princeton University Press, 1976. 335p.

A study of the relationship between the degree of industrialization and behaviour of workers in various social systems, such as the work group, union, political party and community. To examine the question, the author attempts a comparison of automobile workers in four countries (India, Argentina, Italy and the U.S.) that vary in the extent of their industrial development. He then compares samples of skilled, semi-skilled and unskilled workers to trace the relationship between worker exposure to specific technologies and class stratification.

Education — Labour aspects

Freeman, Richard Barry. *The over-educated American.* New York, Academic Press, 1976. 218p.

Employees' representation in management

Employee participation and company reform: a report on the participating members and young leaders meetings, edited by **Fabio Basagni and François Sauzey,** with a commentary by Benjamin C. Roberts. Paris, Atlantic Institute for International Affairs, 1976. 77p.

Six papers analyzing the experience of workers' participation in management in the countries of the European Economic Community, and the legislative proposals being made to give employees a larger share in decisions affecting their work life.

Hours of labour

U.S. Congress. Senate. Committee on Labor and Public Welfare. Subcommittee on Employment, Poverty, and Migratory Labor. *Changing patterns of work in America, 1976.* Hearings...Ninety-fourth Congress, second session on examination of alternative working hours and arrangements. Washington, G.P.O., 1976. 497p.

Industrial disputes

Carter, Donald D. *The expansion of labour board remedies: a new approach to industrial conflict.* Kingston, Ont., Industrial Relations Centre, Queen's University, 1976. 23p.

This study deals with the expansion of the remedial powers of the provincial labour boards in the late 1960s which gave them remedial jurisdiction over all aspects of the collective bargaining relationship, and not, as in the past, just the organizing and recognition stages. The study outlines the legislative changes, discusses the constitutionality of the new remedial authority, and analyses the implications of the growing role of labour in resolving industrial conflict.

Industrial relations — Metal workers

Derber, Milton. *The metalworking industry.* Geneva, International Institute for Labour Studies, 1976. 113p. (International Institute for Labour Studies. Research series no. 1)

Job enrichment

Goldmann, Robert B. *A work experiment; six Americans in a Swedish plant.* New York, Ford Foundation, 1976. 49p.

A report on a four week exchange visit by six American automobile workers to a Swedish automobile assembly plant where part of the engine assembly process has been reorganized to provide more variety in the tasks each worker performs. The workers were asked to assess the effects of group assembly production on job satisfaction. The report concludes that the study of work reform in other countries can broaden knowledge, but does not supply a blueprint for replication.

Perspectives on job enrichment and productivity; selected readings on the theory, definition, and need, as well as on the practice and applications of job enrichment, edited and compiled by **Waino W. Suojanen and others.** Atlanta, Pub. Services Division, School of Business Administration, Georgia State University, 1975. 279p.

Labour laws and legislation

O'Higgins, Paul. *Workers' rights.* London, Arrow Books in association with the Society of Industrial Tutors, 1976. 96p.

This British text, directed to the needs of trade unionists, summarizes the current legislation dealing with the contract of employment, collective bargaining, basic rights and duties at work, discipline, unfair dismissal, redundancy, and employee health and safety rights.

Maternity benefits

Canada. Advisory Council on the Status of Women. Maternity leave and benefits: a study of federal laws and recent amendments co cerning job security for pregnant women and their entitlement to maternity benefits, prepared by Elsie Robindaine-Saumure. Ottaw 1976. 47p. Titre en français: Congés et prestations de maternité: étude des lois fédérales et leurs modifications récentes pou ce qui concerne la protection de l'emploi des femmes enceintes e leur accès à des prestations de maternité.

Wage policies — Government

Bartel, Henry. *Inflation, incomes policies, and the role of the fede government in Canada,* by Henry Bartel and Peter Wrage. Waterloo Ont., Department of Economics, Wilfrid Laurier University, 1976. 33p. (Wilfrid Laurier University. Department of Economics. Research report 7617)

Courchene, Thomas Joseph. *Mo tarism and controls: the inflation fighters.* Montreal, C.D. Howe Research Institute, 1976. 113p.

Wages and hours

Conference Board. *Top executive compensation, 1976 edition,* by Harland Fox. New York, 1976. 65

Women — Employment

Bureau international du Travail. *Les travailleuses et la société: perspectives internationales.* Préface de Helvi Sipila. Genève, Bureau internationales du Trava 1976. 234p.

Women and management: an expanding role, edited by **Donald O. Jewell.** Atlanta, Ga., Georgia State University, School of Business Administration, Publishing Services Division, 1977. 413p.

PRICES, EMPLOYMENT, AND EARNINGS

nsumer, April

e all-items Consumer Price dex for Canada (1971 = 100) vanced 0.6 per cent to 157.9 per nt in April from 157.0 per cent in arch, and was 7.6 per cent higher an a year ago. Slightly more than o fifths of this increase was due a 1.0 per cent rise in the food dex, mainly because of higher ces for fresh produce, espe-lly vegetables, fresh milk, tter, sugar and coffee. Lower ces for beef, pork and poultry rtially offset these increases. In ril, the index for food consumed home rose 1.3 per cent and has w increased 6.2 per cent in the e-month period between vember 1976 and April 1977. gher housing charges were sponsible for an additional e fifth while clothing prices had smaller impact on the CPI.

creased shelter charges for both vned and rented accommodation, well as higher electricity and ater rates in some municipalities, re largely responsible for the per cent rise in the index for -items excluding food. Other portant contributing factors cluded higher prices for ildren's wear in the province of uebec and increased prices for tomobile repairs, dental care, bacco and alcohol and tel/motel accommodation.

terms of goods and services, e price level of goods, including od, increased by 0.7 per cent in ril while that for services rose 0.5 per cent. Between April 76 and April 1977, the price level of services has increased 9.6 per cent and that for goods 6.5 per cent. Seasonally adjusted, the all-items CPI advanced 0.8 per cent between March and April. This included a 1.3 per cent rise in the food index and a 0.5 per cent increase in the index for all-items excluding food.

City consumer, April

Consumer price indexes rose in all regional cities in April, with increases ranging from 0.3 per cent in Montreal to 1.5 per cent in Thunder Bay. Higher food prices — especially for fresh produce, coffee, fresh milk, butter and bread — were major contributors to these increases. Increased shelter charges, higher prices for children's clothing (in the province of Quebec), automobile repairs, dental care fees and tobacco and alcohol products, also contributed to the rise in the price indexes. The percentage increases listed in all 14 regional cities in April were: 0.3 in Montreal; 0.5 in St. John's and Ottawa; 0.7 in Quebec, Toronto and Edmonton; 0.8 in Saint John, Winnipeg and Vancouver; 0.9 in Regina; 1.0 in Saskatoon; 1.2 in Calgary; 1.4 in Halifax; 1.5 in Thunder Bay. The percentage increases from April 1976 to April 1977 were: 6.5 in Vancouver; 7.4 in Toronto; 7.5 in St. John's and Saint John; 7.8 in Thunder Bay; 8.0 in Halifax; 8.1 in Montreal; 8.3 in Winnipeg; 8.4 in Quebec and Ottawa; 8.6 in Saskatoon; 8.8 in Calgary; 9.3 in Edmonton; 10.0 in Regina.

Employment, April

The seasonally adjusted employment level in April was 9,663,000, a decrease of 9,000 from March, Statistics Canada reported. The level decreased by 6,000 for men 15-24 years old and increased by 7,000 for men 25 years of age and over. It declined by 3,000 for women aged 15-24 and by 7,000 for women 25 years of age and over. By province, the seasonally adjusted employment level increased in Alberta by 16,000; and in Manitoba by 3,000. It decreased in Quebec by 9,000; in British Columbia by 4,000; and in Newfoundland by 3,000. In the remaining provinces there was little or no change.

Unemployment, April

The seasonally adjusted unemployment rate for April (870,000) increased by 0.2 per cent to 8.3 per cent. It declined by 0.1 per cent to 14.8 per cent for men aged 15 to 24 and by 0.1 per cent to 14.0 per cent for women in the same age group. For men 25 years of age and over it increased by 0.3 per cent to 5.2 per cent, and for women in the same age group it advanced by 0.1 per cent to 7.4 per cent.

By province, the seasonally adjusted unemployment rate increased by 0.7 per cent to 16.8 per cent in Newfoundland; by 0.3 per cent to 7.4 per cent in Ontario; by 1.0 per cent to 6.7 per cent in Manitoba; by 0.9 per cent to 5.5 per cent in Saskatchewan; and by 0.3 per cent to 9.1 per cent in British Columbia. The rate declined by 0.2 per cent to 9.7 per cent in Prince Edward Island; by 0.5 per cent to 11.2 per cent in Nova Scotia; by 1.3 per cent to 13.0 per cent in New Brunswick; by 0.2 per cent to 4.3 per cent in Alberta.

Earnings, March

Average weekly earnings in Canadian industry were $243.44 in March, compared with $221.76 a year ago. Provincially, average weekly earnings, unadjusted, were highest in British Columbia, $274.75; Alberta, $254.89; Ontario, $243.12; Quebec, $237.82; Newfoundland, $235.86; Saskatchwan, $230.27; New Brunswick, $222.56; Manitoba, $222.39; Nova Scotia, $206,58; Prince Edward Island, $187.60.

Average weeky earnings in March, by industry division, were: construction, $355.74; mining $339.60; forestry, $327.22; transportation, communication a other utilities, $282.74; manufac- turing, $261.15; finance, insuranc and real estate, $225.36; service, $167.83.

General minimum rates for experienced adult workers

Jurisdiction	Rates per hour
Federal	$2.90 effective April 1, 1976
Alberta	$3.00 effective March 1, 1977
British Columbia	$3.00 effective June 1, 1976
Manitoba	$2.95 effective September 1, 1976
New Brunswick	$2.80 effective November 1, 1976
Newfoundland	$2.50 effective January 1, 1976
Nova Scotia	$2.75 effective January 1, 1977
Ontario	$2.65 effective March 15, 1976
Prince Edward Island	$2.50 effective July 1, 1976 $2.70 effective July 1, 1977
Québec	$3.00 effective January 1, 1977
Saskatchewan	$3.00 effective January 1, 1977
Northwest Territories	$3.00 effective June 7, 1976
Yukon Territory*	$3.00 effective April 1, 1976

*Federal rate plus 10 cents.

Minimum wage rates for young workers and students*

Jurisdiction	Rates per hour	Effective date
Federal	Employees under 17: $2.65	April 1, 1976
Alberta	Employees under 18: $2.85	March 1, 1977
	Students under 18 employed part-time: $2.50	March 1, 1977
British Columbia	Employees 17 and under: $2.60	June 1, 1976
Manitoba	Employees under 18: $2.70	September 1, 1
Nova Scotia	Underage employees: 14 to 18 years $2.50	January 1, 1977
Ontario	Students under 18 employed for not more than 28 hours in a week or during a school holiday: $2.15	March 15, 1976
Prince Edward Island	Employees under 18: $2.20 $2.35	July 1, 1976 July 1, 1977
Québec	Employees under 18: $2.80	January 1, 1977
Northwest Territories	Employees under 17: $2.55	June 7, 1976

*New Brunswick, Newfoundland, Saskatchewan and Yukon Territory have special rates for young workers or students.

abour statistics

cipal Items	Date	Amount	Percentage change from Previous Month	Percentage change from Previous Year
TAL CIVILIAN LABOUR FORCE*		(unadjusted figures, in thousands)		
Week ended March 19, 1977		10,294	+ 0.7	+ 2.7
mployed	March 1977	9,350	+ 0.6	+ 0.9
Agriculture	" "	431	+ 0.7	+ 4.1
Non-agriculture	" "	8,940	+ 0.6	+ 1.0
Paid workers	" "	9,279	+ 0.3	+ 1.0
At work 35 hours or more	" "	6,841	+ 0.4	+ 1.9
At work less than 35 hours	" "	1,961	+ 2.5	+ 0.1
Employed but not at work	" "	557	+ 10.0	- 5.1
		(change in thousands)		
Unemployed	March 1977	944	+ 12	+185
Newfoundland	" "	33	+ 3	+ 8
Nova Scotia	" "	43	+ 1	+ 13
Prince Edward Island	" "	6	—	+ 6
New Brunswick	" "	41	+ 4	+ 10
Quebec	" "	299	- 4	+ 78
Ontario	" "	312	- 4	+ 49
Manitoba	" "	32	- 1	+ 7
Saskatchewan	" "	26	+ 5	+ 7
Alberta	" "	47	+ 7	+ 8
British Columbia	" "	106	+ 3	+ 4
Without work, seeking work and available for work	" "	849	+ 12	+178
		percentage change		
DUSTRIAL EMPLOYMENT (1961 = 100)[r]	December 1976	142.8	- 2.1	+ 1.8
Manufacturing employment (1961 = 100)[r]	" "	124.6	- 2.3	- 0.9
MIGRATION	Calendar year 1976	149,429	—	- 20
Destined to the labour force	" " "	61,461	—	- 24
RIKES AND LOCKOUTS ‡				
Strikes and lockouts	February 1977	106	+ 11.5	- 32.1
No. of workers involved	" "	18,605	- 30.7	- 87.7
Duration in man days	" "	199,440	- 1.2	- 65.3
RNINGS AND INCOME				
Average weekly earnings (ind. comp.)[r]	December 1976	233.99	- 1.1	+ 11.2
Average hourly earnings (mfg.)[r]	" "	6.02	- 0.7	- 12.7
Average weekly hours paid (mfg.)[r]	" "	38.2	- 2.4	- 1.3
Consumer price index (1971 = 100)	March 1977	157.0	+ 1.0	+ 7.4
Index numbers of weekly wages in 1961 dollars (1961 = 100)[r]	December 1976	150.2	- 2.8	- 7.5
Total labour income (millions of dollars) †	February 1977	9,024.3	+ 0.5	+ 11.8
DUSTRIAL PRODUCTION ‡				
Total (average 1971 = 100)	February 1977	122.8	+ 0.1	+ 4.0
Manufacturing	" "	120.8	- 0.2	+ 2.1
Durables	" "	119.8	+ 0.2	+ 4.2
Non-durables	" "	121.8	- 0.5	+ 0.2
W RESIDENTIAL CONSTRUCTION **				
Starts	February 1977	8,994	—	- 23
Completions	" "	13,105	—	+ 1
Under construction	" "	163,052	—	+ 13

Source: Statistics Canada. *Labour Force Information*, Cat. No. 71-001P and *The Labour Force*, Cat. 71-001
Advance data
Preliminary
Centres of 10,000 population or more
Revised

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour on the basis reports from the Canada Manpower Division, Department of Manpower and Immigration. The tables cover strikes and lockouts that amount to 1(more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the un directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, not included.

TIME PERSPECTIVE ON WORK STOPPAGES, FEBRUARY 1976

Period	Number beginning during month	Work stoppages in existence during month or year			Per cen estima work ti
		Number	Workers involved	Duration in man-days	
Year					
1971	547	569	239,631	2,866,590	0
1972	556	598	706,474	7,753,530	0
1973	677	724	348,470	5,776,080	0
1974	1,173	1,218	580,912	9,221,890	0
1975	1,103	1,171	506,443	10,908,810	0
1976*	913	1,030	1,582,631	10,624,130	0
1976*					
February	53	156	150,369	573,770	0
March	83	157	172,608	432,270	0
April	75	153	303,957	669,470	0
May	96	168	265,912	653,010	0
June	125	233	187,524	1,131,820	0
July	69	183	78,020	1,271,320	0
August	78	193	89,791	942,950	0
September	54	175	136,027	1,738,990	0
October	49	155	904,953	1,646,500	0
November	39	129	51,260	491,380	0
December	37	120	45,352	258,990	0
1977*					
January	40	95	26,820	201,700	0
February	39	106	18,605	199,440	0
January-February: 1977		134		401,140	0
January-February: 1976		207		1,387,430	0

*Preliminary.

WORK STOPPAGES BY INDUSTRY, FEBRUARY 1977 (Preliminary)

Industry	Number beginning during month	Work stoppages in existence during month			Cumulative duration in man-days (Jan. to Feb.)
		Number	Workers involved	Duration in man-days	
Agriculture	0	0	0	0	0
Forestry	1	1	231	1,160	1,160
Fishing	1	1	350	350	20,300
Mines	2	6	3,754	36,730	49,280
Manufacturing	15	49	6,394	94,560	218,020
Construction	7	10	1,838	5,890	6,950
Transp. & Utilities	3	9	532	6,480	14,780
Trade	2	12	420	6,410	11,210
Finance	0	1	50	1,000	2,050
Service	5	13	4,498	43,740	74,260
Public Admin.	3	4	538	3,120	3,130
Various industries	0	0	0	0	0
TOTAL	39	106	18,605	199,440	401,140

WORK STOPPAGES BY JURISDICTION, FEBRUARY 19 (Preliminary)

Jurisdiction	Number beginning during month	Work stoppages in existence during month			Cu la d tio m d (Jar F
		Number	Workers involved	Duration in man-days	
Nfld.	8	8	3,587	39,150	59,
P.E.I.	0	0	0	0	
N.S.	2	2	28	210	
N.B.	1	1	20	10	
Québec	11	43	8,605	81,720	191,
Ontario	13	34	4,389	56,290	101,
Manitoba	1	3	233	3,240	8,
Saskatchewan	1	1	330	140	3,
Alberta	0	3	133	2,690	11,
B.C.	1	6	535	3,750	9,
Yukon & N.W.T.	0	0	0	0	
Total, provinces	38	101	17,860	187,110	386
Federal Public Service(1)	0	0	0	0	
Federal Industries(2)	1	5	745	12,330	14,
Federal total	1	5	745	12,330	14,
TOTAL	39	106	18,605	199,440	401,

(1) Covered under the Public Service Staff Relations Act.
(2) Covered under the Canada Labour Code: Part V.

NOTE: Numbers relate only to workers directly involved in dispute.